P17/2

RURAL DEVELOPMENT AND LOCAL ADMINISTRATION
DEPARTMENT

184

# GUIDE BOOK

ON

## PANCHAYAT DEVELOPMENT IN MADRAS STATE

vol 2

BLOCK DEVELOPMENT OFFICER
28 NOV 1961
CHENGAM

நூலகம்
நாள்:..................

© GOVERNMENT OF MADRAS
1961

PRINTED BY THE CONTROLLER OF STATIONERY AND PRINTING, MADRAS, ON BEHALF OF THE GOVERNMENT OF MADRAS
1961

RURAL DEVELOPMENT AND LOCAL ADMINISTRATION DEPARTMENT

# GUIDE BOOK

## ON

## PANCHAYAT DEVELOPMENT IN MADRAS STATE

vol 2

நூலகம்
நாள்:..................

PRINTED BY THE CONTROLLER OF STATIONERY AND PRINTING, MADRAS, ON BEHALF OF THE GOVERNMENT OF MADRAS
1961

3938

# CONTENTS

| | PAGES |
|---|---|
| **COMMUNITY DEVELOPMENT IN MADRAS STATE—** | |
| Original Programme .. .. .. .. .. .. .. | 1–2 |
| Revision of the Community Development Programme .. .. | 2–3 |
| **DEMOCRATIC DECENTRALIZATION** .. .. .. .. .. .. | 4 |
| Rules under the Madras Panchayats Act, 1958 .. .. .. | 6–73 |
| *Part I—Panchayat Unions—* | |
| Chapter I—Constitution .. .. .. .. .. .. | 6–31 |
| Chapter II—Establishment .. .. .. .. .. .. | 31–45 |
| Chapter III—Functions and Powers .. .. .. .. | 45–47 |
| Chapter IV—Taxation and Finance .. .. .. .. .. | 48–58 |
| Chapter V—Budget, Administration Report and Audit .. .. | 59–60 |
| Chapter VI—Control and Supervision .. .. .. .. | 60–64 |
| Chapter VII—Public Works and Miscellaneous .. .. .. | 64–73 |
| **PROGRAMME AND IMPLEMENTATION OF MADRAS DISTRICT DEVELOPMENT COUNCILS ACT, 1958 AND MADRAS PANCHAYATS ACT, 1958** .. .. | 74–88 |
| List of Panchayat Unions .. .. .. .. .. .. .. | 77–88 |
| **ESTABLISHMENT—** | |
| Panchayat Union Offices—Fixation of strength .. .. .. | 89–94 |
| Specification of duties to be performed by the village officers—Payment of Panchayat Development Allowances .. .. .. | 94–101 |
| Panchayat Union Offices .. .. .. .. .. .. .. | 101–103 |
| **PROPERTIES—ADMINISTRATION AND REGULATION—** | |
| Travellers' Bungalows—Maintenance after formation of Panchayat Unions .. .. .. .. .. .. .. .. .. | 104 |
| Panchayat Vested Properties and Panchayat Regulated Properties. | 105–109 |
| Construction of Offices of Panchayat Unions and Meeting Hall .. | 110 |
| Transfer of Assets and Liabilities of District Boards .. .. | 110–118 |
| **TAXATION AND FINANCE—** | |
| Village House Tax Matching Grant .. .. .. .. .. .. | 119–122 |
| Constitution of "Village Panchayats Consolidated Fund" .. .. | 123–139 |
| Levy of Local Cess .. .. .. .. .. .. .. | 140–141 |
| Entertainments Tax .. .. .. .. .. .. .. | 141 |
| **BUDGETS—ACCOUNTS—AUDIT—** | |
| Budget Estimates—Blocks .. .. .. .. .. .. .. | 142 |
| Community Development Project—Planning and Execution of Schemes through Panchayats and other village institutions .. | 142–144 |
| Formulation of Panchayat Development Schematic Budget .. | 144–159 |
| Panchayat Union Councils—Part-year Budget for the period from 2nd October 1960 to 31st March 1961 .. .. .. .. | 159–164 |

PAGES

BUDGETS—ACCOUNTS—AUDIT—*cont.*

Panchayat Union Councils—Preparation of Part I of the First Annual Budget for the year 1961–62 .. .. .. .. 164–171

*Manual of Instructions for the maintenance of Accounts of the Panchayat Unions* .. .. .. .. .. .. .. 171–218

Chapter I—General .. .. .. .. .. .. .. 171–177

Chapter II—Reevnue .. .. .. .. .. .. 177–183

Chapter III—Expenditure .. .. .. .. .. .. 183–195

Chapter IV—Public Works .. .. .. .. .. .. 195–203

Chapter V—Debt Heads .. .. .. .. .. .. 204–208

Chapter VI—Funds and Accounts .. .. .. .. 209–216

Appendix—Panchayat Union Forms .. .. .. .. 216–218

CONTROL AND SUPERVISION—

Delegation of Powers .. .. .. .. .. .. .. .. 219–226

APPENDICES—

1 Agriculture .. .. .. .. .. .. .. .. 227–

2 Irrigation .. .. .. .. .. .. .. .. 24

3 Family Planning .. .. .. .. .. .. .. 246–24

4 Elementary Education .. .. .. .. .. .. 250–263

5 Social Education .. .. .. .. .. .. .. 263–273

6 Roads .. .. .. .. .. .. .. .. .. 273–276

7 Training of Community Development Personnel .. .. .. 276–280

8 List of Blocks and Panchayat Unions .. .. .. .. 281–286

maternity leave

F.R. 101. (a)

married woman continuous = 90 days (before or after delivery))

up to 3 living child.

279 F R II 11-3-70.

# COMMUNITY DEVELOPMENT IN MADRAS STATE

## ORIGINAL PROGRAMME.

The Rural Welfare Scheme, viz., the Firka Development Scheme, was launched as early as 1946 in 34 selected firkas in the composite Madras State in 1953. It covered 84 firkas comprising 2,400 villages.

In 1952–53 and 1953–54, this programme originally started in the form of Community Projects and Community Development Blocks, respectively. Later, it was extended to the form of National Extension Service.

The development blocks were selected on the basis of the backwardness of the area concerned or their contiguity to existing blocks.

Every Development Block had got an overall programme to deal with the following items of work :—

A. *Agriculture and Animal Husbandry*—

(1) Reclamation available origin and waste lands;

(2) provision of irrigation facilities; and

(3) supply of improved seeds, improved agricultural implements; veterinary aid, opening of breeding centres, etc.

B. *Communications.*—Provision of roads.

C. *Education.*—Promotion of compulsory and free education.

D. *Health.*—Provision of sanitation and public health measures; medical aid; mid-wifery services.

E. *Village Industries.*—Promotion of cottage, medium and small-scale industries.

F. *Housing.*—Promotion of improved techniques and designs for rural housing.

G. *Social Education and Community Life.*—Provision of community education and entertainment based on local talent and culture; audio-visual aids.

H. *Co-operatives.*—Promotion of co-operatives in villages as economic organs to provide facilities for credit, marketing and technical assistance to villages, especially the underprivileged.

I. *Panchayats.*—Promotion of one panchayat as the basic institution of Local Self-Government which could provide a base on which democracy could grow organically from the village family to the National Parliament.

Prior to 1st April 1958 the Community Development Programme was worked in three stages of three years' duration each, viz., Pre-Intensive (National Extension Service), Intensive (Community Development) and Post-Intensive (reverted National Extension Service). The aggregate financial provision of working a block during the National Extension Service and Community Development Stage was Rs. 12 lakhs. A provision of Rs. 30,000 per annum was made for expenditure on the provision of amenities and Social Education activities in a reverted National Extension Service Block. A sum of Rs. 1 lakh was also provided for expenditure on staff during the three-year period of a reverted National Extension Service Block. This distinction among the three stages was abolished with the revision in the Community Development Programme with effect from 1st April 1958 and was replaced by two stages, viz., Stages I and II of five years' duration each from 1st April 1958.

## REVISION OF THE COMMUNITY DEVELOPMENT PROGRAMME.

During 1958, the Government have issued orders revising the implementation of Community Development Programme in the State. This programme, which was hitherto implemented in three stages, viz., the Pre-Intensive (National Extension Service Block), Intensive (Community Development Block) and Post-Intensive (Reverted National Extension Service Block), will be implemented with effect from the 1st April 1958, in two stages, viz., Stages I and II. Stage I will be the intensive development stage, while Stage II will be the post-intensive stage.

Each Stage I Block is eligible for a financial allotment of Rs. 12 lakhs for a period of five years. Each Stage II Block is eligible for a financial allotment of Rs. 5 lakhs for the five-year period in the Second Stage.

An essential feature of the revised arrangement will be that at the post-intensive stage, development departments should make increased blockwise allotment of funds in their charge, in order not only to maintain the tempo of progress but also to achieve progressively increased development in the areas.

The following objectives should be kept in view while formulating the programme and budget estimates for each block :—

(1) In every block, from the very beginning, the village organization should be regarded as basic units for formulating and carrying out different programmes.

(2) The foundations for the block development programme are village panchayats, the village co-operative and the village school as well as statutory body at the block or district level to which full responsibility for planning and implementing the programme should be transferred. It should be ensured that these institutions are established in the course of two or three years and begin to function well before the end of first stage.

**[G.O. No. 1841, Public (Rural Development Project), dated 1st July 1958.]**

# DEMOCRATIC DECENTRALIZATION

In December 1953, a member of the Legislative Assembly suggested on the floor of the House, the desirability of the Government setting up a "High Level Committee" to go into the whole question of reorganization of local boards (district boards and panchayats), as there was a lot of confusion regarding local administration. This suggestion was accepted by the Government, but the appointment of such a committee was postponed for about a year or so, after the new district boards came into being. Meantime, the Planning Commission had been emphasizing the need for developing village panchayats as the agency for village planning and development, and thus provide the foundation of the entire system of national planning. The proposals for the reorganization of panchayats had accordingly been reviewed in the light of progress made so far in the implementation of the National Extension Service and other Rural Development Schemes and the further development of these schemes during the Second Five-Year Plan period.

In moving the budget demand in the Legislative Assembly in March 1956, the then Minister for Local Administration promised to place before the Legislature, proposals for reorganization of local bodies in the State, before the general elections. The whole subject of local administration was reviewed by the Government with reference to these assurances. The Government came to certain provisional conclusions on the subject. They decided to place these provisional conclusions before the Legislature, for its consideration and to invite it to set up a committee of both the Houses in order to scrutinize the proposals and advise Government before final decisions are taken in regard to the reorganization of local bodies. It was hoped that this procedure (which was followed in respect of proposals regarding reform and development of education) would serve the purpose underlying the suggested appointment of a "High Level Committee".

A White Paper on Local Administration was accordingly placed before the House by the former Minister for Local Administration, outlining the provisional conclusions then reached by the Government on the whole problem of the reform of the set up of local administration in the State. That White Paper could not be discussed by the Legislature before it was dissolved.

After the new Ministry took office, a Cabinet Committee was appointed to consider the future of local administration in Madras State including Madras Corporation, in the light of the provisional conclusions embodied in the White Paper and other developments

in the country. This Committee took the view that the future of district boards should not be left in a state of uncertainty, as had been proposed earlier. It recommended a number of other changes in the provisional conclusions set out in the earlier White Paper. The most important of these recommendations relates to the setting up of panchayat unions at development block level, instead of for smaller areas called panchayat union circles.

A Study Team appointed by the Committee on Plan Projects set up by the Planning Commission visited this State and discussed with the State Government, its conclusions regarding the process of "Democratic Decentralization" and the future pattern of administration in the State. It was found that there was a large measure of agreement between the conclusions already reached by the Cabinet Committee and the conclusions reached by this All-India body.

Proposals for reform were formulated after prolonged and careful consideration. Even so, they represent, at this stage, only the revised provisional conclusions of the Government. These proposals were intended to be finalized and draft Bills prepared in the light of the views which may be expressed in both Houses of the Legislature, after considering this White Paper.

The White Paper was discussed in both Houses of the Legislature. The two Houses then passed resolutions setting up a Committee of the Legislature consisting of 16 members from the Assembly and eight members from the Council. All political parties functioning in the Legislature were adequately represented on the Committee.

The above Committee of the Legislature set up two special sub-committees, one of which, dealt with the proposals relating to the Madras City Corporation and the other, made a thorough study of the financial basis of the panchayat administration.

The terms of reference of the Sub-Committee on Panchayat Administration were "to go into the present financial resources of local bodies and their future requirements, and formulate detailed proposals for revision of the existing statutory allocation of resources to local bodies, as well as the institution of an appropriate system of Government grants".

The Bills were drafted on the basis of agreed conclusions reached in the Committee. The Committee considered and discussed the drafts of these Bills. Thereafter, the Bills were placed before the Legislature. Even at that stage, there were full discussions in both Houses during which numerous points were raised, all of which were considered by the Committee. Many changes were made, even at that stage.

In the result, the Madras Panchayats Bill, Madras District Development Council Bill, and the Madras Panchayat Bill 1958 were passed by both Houses of Legislature, on the basis of active support from all political parties.

# RULES UNDER THE MADRAS PANCHAYATS ACT, 1958.

## PART I—PANCHAYAT UNIONS.

## CHAPTER I—CONSTITUTION.

### A. Formation of Panchayat Unions and Constitution of Panchayat Union Councils.

NOTIFICATION No. 1.

Under clause (9) of section 2 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rule :—

RULE.

*Election Authorities.*

For all the purposes of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), (hereinafter in this rule referred to as 'the said Act'), the District Collector, the Revenue Divisional Officer and the Divisional Panchayat Officer in respect of every panchayat constituted under the said Act in the areas within their respective jurisdictions, the District Collector in respect of every panchayat union council constituted under the said Act in the district under his charge, and the Additional Development Commissioner, Madras, in respect of every such panchayat union council in the State, shall be the election authorities.

NOTIFICATION No 2.

In exercise of the powers conferred by section 26 (*d*) of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rule :—

**RULE.**

*Disqualification of members of Panchayat Union Councils.*

No member of a panchayat union council shall cease to hold office as such on the ground that he acquires any interest in a subsisting contract made with, or any work being done for the Panchayat Union Council by reason of such member having a share or interest in—

(i) any lease, sale or purchase of immovable property or any agreement for the same; or

(ii) any agreement for the loan of money or any security for the payment of money only; or

(iii) any newspaper, in which any advertisement relating to the affairs of the Panchayat Union Council is inserted; or

(iv) the sale to the Panchayat Union Council of any articles in which he regularly trades, or the purchase from the Panchayat Union Council of any articles, to a value in either case not exceeding fifteen hundred rupees in the aggregate in any year during the period of the contract or work.

NOTIFICATION No. 3.

In exercise of the powers conferred by sub-section (1) of section 28 of the Madras Panchayats Act 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rule :—

RULE.

*Judicial authority to decide questions of disqualifications of Members.*

The judicial authority to whom applications under sub-section (1) of section 28 of the Madras Panchayats Act, 1958, may be made shall be, in the case of districts other than the Nilgiris, the District Munsif having territorial jurisdiction over the place in which the office of the Panchayat Union Council concerned is situated or if there is more than one such District Munsif, the Principal District Munsif, and in the case of the Nilgiris district, the Subordinate Judge, Ootacamund :

Provided that, in the case of districts other than the Nilgiris, the District Judge shall have power to transfer any such application to any other District Munsif in the district.

NOTIFICATION No. 4.

In exercise of the powers conferred by sub-clause (ii) of sub-section (2) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

RULES.

*Decision of election disputes relating to Panchayat Union Councils.*

1. (1) Save as otherwise provided, no election held under the Madras Panchayats Act, 1958, whether of a member, chairman or vice-chairman of a Panchayat Union Council shall be called in question except by a election petition presented in accordance with these rules to an election court as defined in sub-rule (2) by any candidate

or elector against the candidate who has been declared to have been duly elected (hereinafter called the returned candidate) or if there are two or more returned candidates against all or any such candidates.

(2) The election court shall be—

(i) except in cases falling under clause (ii), in the case of districts other than the Nilgiris, the District Munsif having territorial jurisdiction over the place in which the office of the Panchayat Union Council is situated, or, if there is more than one such District Munsif, the Principal District Munsif, and in the case of the Nilgiris district the Subordinate Judge, Ootacamund; and

(ii) where the Government so direct, whether in respect of panchayat union councils generally or in respect of any class of panchayat union councils or in respect of panchayat union councils in the same district or taluk, such officer or officers of Government as may be designated by the Government in this behalf by name or by virtue of office :

Provided that an election petition may, on application, be transferred—

(*a*) if presentend to a District Munsif under clause (i), by the District Judge concerned, to another District Munsif within his jurisdiction; and

(*b*) if presented to an officer of Government under clause (ii), by the Government to another officer of Government :

Provided further that where an election petition is transferred to any authority under the foregoing proviso, such authority shall be deemed to be the election court.

(3) A District Munsif, Subordinate Judge or other officer exercising jurisdiction under these rules shall be deemed to exercise such jurisdiction as a PERSONA DESIGNATA and not in his capacity as a Munsif or Judge or other officer of Government, as the case may be.

2. (1) The election petition shall be presented within fifteen days from the date of declaration of the result of the election.

*Explanation.*—If the office of the election court is closed on the last day of the fifteen days aforesaid, the petition may be presented to the election court on the next following day on which such court is open.

(2) The petition shall contain a statement in concise form of the material facts on which the petitioner relies and the particulars of any corrupt practice which he alleges, and shall, where necessary, be divided into paragraphs numbered consecutively. It shall be signed by the petitioner and verified in the manner prescribed for the verification of pleadings in the Code of Civil Procedure, 1908.

3. (1) If the irregularities alleged in the petition are likely to affect the validity of the election of more than one returned candidate, the petitioner shall join as respondents to his petition all such returned candidates.

(2) The petitioner may, if he so desires, in addition to calling in question the election of the returned candidate or of all or any of the returned candidates, as the case may be, claim a declaration that he himself or any other candidate has been duly elected; in such case, he shall join as respondents to his petition all other candidates who were nominated for the election but had not withdrawn before the polling.

4. (1) At the time of presentation of the petition, the petitioner shall deposit with the election court in cash twenty-five rupees as security for the costs of the same.

*Explanation.*—Where the election of more than one returned candidate is called in question, a separate deposit shall be made in respect of each such returned candidate.

(2) If the provisions of sub-rule (1) are not complied with the election court shall dismiss the petition.

(3) Upon compliance with the provisions of sub-rule (1), the election court shall proceed to inquire into the petition.

5. The election court shall, as soon as may be, cause a copy of the petition to be served on each respondent and on the Commissioner of the Panchayat Union concerned and the election authority. Copies shall also be affixed to the notice board of the election court and of the office of the Panchayat Union Council. The election court may also call on the petitioner to execute a bond in such amount and with such sureties as it may require for the payment of any further costs. At any time within fourteen days after such publication any other candidate shall be entitled to be joined as a respondent on furnishing similarly such security as may be demanded by the election court.

6. (1) Every election petition shall be enquired into by the election court as nearly as may be in accordance with the procedure applicable under the Code of Civil Procedure, 1908, to the trial of suits :

Provided that it shall only be necessary for the election court to make a memorandum of the substance of the evidence of any witness examined by it.

(2) The election court shall have the powers which are vested in a court under the Code of Civil Procedure, 1908, when trying a suit in respect of the following matters :—

(*a*) discovery and inspection,

(*b*) enforcing the attendance of witnesses and requiring the deposit of their expenses,

(*c*) compelling the production of documents,

(*d*) examining witnesses on oath,

(*e*) reception of evidence taken on affidavit, and

(*f*) issuing commissions for examination of witnesses.

and may summon and examine *suo motu* any person whose evidence appears to it to be material.

7. (1) No election petition shall be withdrawn without the leave of the election court.

(2) If there are more petitioners than one, no application to withdraw a petition shall be made except with the consent of all the petitioners.

(3) When an application for withdrawal is made, notice thereof fixing a date for the hearing of the application shall be given to all other parties to the petition and shall be published in the manner specified in rule 5.

(4) No application for withdrawal shall be granted if the election court is of opinion that such application has been induced by any bargain or consideration which it considers ought not to be allowed.

(5) If the application is granted—

(*a*) the petitioner shall be ordered to pay costs of the respondent theretofore incurred or such portion thereof as the election court may think fit, and

(*b*) such withdrawal shall be communicated to the commissioner of the panchayat union concerned and the election authority by the election court.

8. (1) Any order made by the election court regarding the costs of the enquiry may be produced—

(i) if the person directed by such order to pay the costs has a place of residence or business elsewhere than in the City of Madras, or the Nilgiris district, before the District Munsif having jurisdiction;

(ii) if such person has a place of residence or business in the Nilgiris district before the Court of the Subordinate Judge, Ootacamund; and

(iii) if such person has a place of residence or business in the City of Madras, before the Court of Small Causes, Madras.

(2) Such court shall execute such order or cause it to be executed in the same manner and by the same procedure as if it was a decree for the payment of money made by itself in a suit.

9. An election petition shall abate on the death of a sole petitioner or of the survivor of several petitioners, and such abatement shall be communicated to the commissioner of the panchayat union concerned and the election authority by the election court.

10. Where at an inquiry into an election petition any candidate, other than a returned candidate, claims the seat for himself, the returned candidate or candidates or any other party to the proceedings may give evidence to prove that the election of such candidate would have been void if he had been a returned candidate and a petition had been presented complaining of his election.

11. If in the opinion of the election court—

(*a*) a returned candidate, his agent or any other person with the connivance of such candidate or agent, has committed, or abetted the commission of any election offence falling under Chapter IX-A of the Indian Penal Code, or any law or rule relating to the infringement of the secrecy of an election, or

(*b*) the election of a returned candidate has been procured or induced or the result of the election has been materially affected, by any of the following corrupt practices, namely—

(i) any election offence falling under Chapter IX-A of the Indian Penal Code or any law or rule relating to the infringement of the secrecy of an election when committed by a person who is not a candidate or his agent or a person acting with the connivance of a candidate or his agent;

(ii) any payment or promise of payment to any person whomsoever on account of the conveyance of any elector to or from any place for the purpose of recording his vote; and

(iii) the hiring, employment, borrowing or using for the purposes of the election of any boat, vehicle or animal usually kept for letting on hire or for the conveyance of passengers by hire :

Provided that any elector may hire any boat, vehicle or animal or use any boat, vehicle or animal, which is his own property to convey himself to or from the place where the vote is recorded; or

(*c*) the result of the election has been materially affected by any irregularity in respect of a nomination paper or by the improper reception or refusal of a nomination paper or vote or by any non-compliance with the provisions of the Act or the rules made thereunder, the election of such returned candidate shall be void :

Provided that if the election court is of opinion that any corrupt practice specified in clause (*b*) of this rule, which does not amount to any form of bribery other than treating as hereinafter explained has been committed and if the election court is further of opinion that the candidate has satisfied the election court that—

(*a*) no corrupt practice was committed at such election by the candidate and that any corrupt practices committed were committed contrary to the orders and without the sanction or connivance of such candidate; and

(*b*) such candidate took all reasonable means for preventing the commission of corrupt practices at such election; and

(*c*) the corrupt practices committed were of a trivial, unimportant and limited character; and

(*d*) in all other respects the election was free from any corrupt practice on the part of such candidate or any of his agents; then the election court may find that the election of such candidate is not void.

*Explanation.*—For the purpose of this rule ' treating ' means the incurring in whole, or in part by any person of the expense of giving or providing any food, drink, entertainment or provision to any person with the object, directly or indirectly of inducing him or any other person to vote or refrain from voting or as a reward for having voted or refrained from voting.

12. (1) At the conclusion of the inquiry, the election court shall declare whether the election of the returned candidate or candidates is void under rule 11.

(2) If the election court declares the election of the returned candidate or candidates void, it shall further pass an order either—

(*a*) declaring that any other party to the petition who has under these rules claimed the seat has been duly elected; or

(*b*) ordering a fresh election.

(3) The order of the election court under sub-rules (1) and (2) shall be final.

(4) A copy of every order under sub-rule (1) or sub-rule (2) shall be communicated to the commissioner of the panchayat union concerned and the election authority.

13. When an election is declared void under sub-rule (1) of rule 12 and a fresh election is ordered under clause (*b*) of sub-rule (2) of that rule, the seat of the returned candidate or the seats of the returned candidates, as the case may be, shall be deemed to

be vacant from the date of the order of the election court and the authority concerned shall forthwith take the necessary steps for holding such fresh election.

14. (1) Notwithstanding anything contained in the foregoing rules, where more than one person claims that he has been elected as the Chairman or Vice-Chairman of the Panchayat Union Council, and the election of none of them has been called in question by an election petition presented to the election court within the time specified in sub-rule (1) of rule 2 or where such election petition has, or election petitions have, been presented but subsequently withdrawn, the election authority may, after such inquiry as he considers necessary—

(*a*) declare one of the claimants to have been duly elected as the chairman or vice-chairman of the panchayat union council, as the case may be, or

(*b*) if he finds that none of the claimants has been duly elected, order a fresh election.

(2) An order passed under clause (*b*) of sub-rule (1) shall be final.

(3) Against an order passed under clause (*a*) of sub-rule (1), an appeal may be preferred by any candidate or elector to the election court as defined by sub-rule (2) of rule 1, within fifteen days of the date of the order.

(4) The provisions of these rules shall, so far as may be, apply to such appeal as if it were an election petition presented under these rules.

(5) An order passed under clause (*a*) of sub-rule (1) shall, subject to the result of any appeal preferred under sub-rule (3), be final.

15. Notwithstanding anything contained in the foregoing rules, where more than one person claims to have been elected as the chairman or vice-chairman of the panchayat such inquiry as he considers necessary, direct one of the claimants to perform the functions of the chairman or vice- hai man of the panchayat union council as the case may be until union council, and the election of one or more of them has been called in question by an election petition presented in accordance with these rules, the election authority may, after orders are passed by the election court on the election petition.

NOTIFICATION No. 5.

In exercise of the powers conferred by sub-section (7) of section 19 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

RULES.

*Election of members by Panchayat Union Councils in certain cases.*

1. The rules made under this Act for the election of vice-chairmen of panchayat union councils shall so far as may be apply in regard to the election of a member of a panchayat union council under sub-section (7) of section 19 of the Madras Panchayats Act, 1958.

2. The person elected by the panchayat union council under the said sub-section shall be a member of the panchayat or the township committee as the case may be in respect of which the ordinary or the casual vacancy has occurred.

NOTIFICATION No. 6.

In exercise of the powers conferred by sections 24 and 178 and sub-section (1) of section 179 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

RULES.

*Infringement of secrecy of elections.*

1. No polling officer, clerk, or other person in attendance at the polling room shall except for a purpose authorized by law, communicate to any person any information showing directly or indirectly for which candidate any voter has voted.

2. A breach of rule 1 shall be punishable with fine which may extend to one hundred rupees.

**B. Chairman and Vice-Chairman.**

NOTIFICATION No. 7.

In exercise of the powers conferred by sub-section (1) and clause (v) of sub-section (2) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

RULES.

*Resignation of Chairman, Vice-Chairman and members of Panchayat Union Councils.*

1. Any member of a panchayat union council other than the Chairman or any Vice-Chairman of such council may resign his office by giving notice in writing to the Chairman. Such resignation shall take effect from the date on which it is received by the Chairman.

2. The chairman of a panchayat union council may resign his office by giving notice in writing to the panchayat union council. Such resignation shall take effect from the date on which it is placed before the panchayat union council.

NOTIFICATION No. 8.

In exercise of the powers conferred by section 37, sub-section (5) of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rule :—

RULE.

*Devolution of Chairman's functions.*

Where the absence from jurisdiction of the Chairman is within the State of Madras and is on business connected with the panchayat union, his functions, except to the extent, if any, to which they have been delegated to the vice-chairman, shall not devolve on the said vice-chairman.

NOTIFICATION No. 9.

In exercise of the powers conferred by clause (x) of sub-section (2) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

RULES.

*Payment of travelling allowance by Panchayat Union Councils to their Chairmen, Vice-Chairmen, Members and Members of their committees.*

1. The travelling allowances payable to—

(*a*) members of panchayat union councils including the chairman, vice-chairman and chairman-delegate, and

(*b*) members of standing or other committees of panchayat union councils including the chairman—
shall be governed by the provisions of the Madras Travelling Allowance Rules, as amended from time to time, subject to the modifications and limitations specified in rules 2 to 8.

2. The persons mentioned in clauses (*a*) and (*b*) of rule 1, shall for the purpose of determining the rates of travelling allowance to

which they are entitled, be divided into three grades as shown below and the persons placed in each grade shall be entitled to the rates of travelling allowance specified against the grade concerned :

Provided that the panchayat union council may in its discretion reduce the rates specified in respect of grades II and III :—

| *Grade and designation.* | *Daily allowance.* | *Mileage.* | *Railway or steamer journey.* |
|---|---|---|---|
| (1) | (2) | (3) | (4) |
| | RS. | | |
| *Grade I.* | | | |
| Chairman and vice-chairman of panchayat union council, and M.L.As. and M.L.Cs. | 4 | 25 naye Paise by road and 19 naye Paise by canal. | Single first-class fare. |
| *Grade II.* | | | |
| Chairman-delegate .. .. .. | 3 | Do. | Do. |
| *Grade III.* | | | |
| (*a*) Members of panchayat union councils excluding chairmen and vice-chairmen but including temporary chairmen. (*b*) Members of standing and other committees including chairmen. | 2 | 13 naye Paise by road or canal. | One second-class fare. |

NOTES.—(1) The above rates shall be governed by rule 47 of the Madras Travelling Allowance Rules in the same manner as the rates laid down in Annexure I to those rules. The rates of mileage shall be regulated in accordance with rule 27 of the said rules.

(2) Persons placed in grades I, II and III by rule 2 shall, in respect of the journeys performed by them for attending meetings of the panchayat union council or of its standing or other committees held within a radius of five miles from their places of residence, be entitled to draw actual expenses, not exceeding the amount of daily allowance admissible to them under rule 2.

3. The total travelling allowance which may be actually drawn in any one year inclusive of the travelling allowance for journeys to attend meetings shall not, without the special sanction of the Collector of the district—

(*a*) in the case of the chairman of panchayat union council—five hundred rupees; and

(*b*) in the case of the vice-chairman of a panchayat union council—three hundred rupees.

4. The travelling allowance drawn in any year—

(*a*) by the vice-chairman of a panchayat union council for the period, if any, during which the chairman's functions devolve on him; and

(*b*) by a member of a panchayat union council exercising all or any of the functions of its chairman;

shall be taken into account for the purpose of calculating the maximum travelling allowance permissible to the chairman of a panchayat union council in such year.

5. Where the chairman of a panchayat union council resides within the jurisdiction of the panchayat union area but at a place different from where the office of the panchayat union is situated, such place of residence shall be treated as the headquarters of such chairman for the purpose of calculating his travelling allowance.

*Explanation.*—For the purpose of this rule, 'chairman' shall include the vice-chairman, but shall not include the 'chairman-delegate' referred to in sub-section (6) of section 37 of the Act.

6. Where the chairman of a panchayat union council resides at a place outside the jurisdiction of the panchayat union area, he shall be entitled to draw travelling allowance only for journeys performed within the jurisdiction of the panchayat union.

7. The chairman, vice-chairman, chairman-delegate or other member of a panchayat union may travel on business connected with the panchayat union to places outside the jurisdiction of the panchayat union and claim travelling allowances for journeys so performed, if such journeys were undertaken, with the previous permission of the panchayat union council.

8. Where a meeting of the panchayat union council or of a standing or other committee thereof, or meetings of the panchayat union council and of any such committee or committees or of two or more such committees, is or are held on two or more consecutive days, travelling allowance shall be paid in respect of such meeting or meetings only for one journey to and from the place of meeting notwithstanding that the person concerned may leave such place at the end of each day and return thereto on the succeeding day. But daily allowance shall be paid for other days if otherwise admissible.

## *C. Procedure.*

### NOTIFICATION No. 10.

In exercise of the powers conferred by section 47, sub-section (1) of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

### RULES.

#### *Mode of transacting business.*

The panchayat union council shall provide an office and the council shall meet therein for the transaction of business, upon such days and at such times as it may arrange and also at other times as often as a meeting shall be called by the chairman.

2. (1) No meeting shall be held unless notice of the day and time when the meeting is to be held and of the business to be transacted thereat has been given at least five clear days before the day of the meeting.

(2) In cases of urgency the chairman may convene a meeting on giving shorter notice than that specified in sub-rule (1).

(3) The agenda for the meeting shall be prepared by the Commissioner in consultation with the chairman. The Commissioner may include in the agenda any subject which in his opinion should be considered by the council and shall include therein any subject specified by the chairman. On any subject included in the agenda, the chairman as well as the Commissioner shall have the right of recording his views in a note and such note shall be circulated to the members or placed before the council before or at the time of the consideration of such subject by the council.

3. (1) The chairman shall, on the requisition in writing of not less than one-third of the members then on the council, convene a meeting of the council provided that the requisition specifies the day when and the purpose for which the meeting is to be held. The requisition shall be delivered at the panchayat union office during office hours to the chairman, or any other person who may then be in charge of the office at least ten clear days before the day of the meeting.

(2) If the chairman fails within forty-eight hours from the delivery of such requisition to call a meeting on the day specified therein, or within three days thereafter, the meeting may be called by the members who signed the requisition on giving the notice provided for in sub-rule (1) or rule 2 to the other members of the council.

4. All meetings of the council shall be open to the public provided that the presiding member may and at the request of the council shall in any particular case, for reasons to be recorded in the minute book kept under rule 9 direct that the public generally or any particular person, shall withdraw.

5. All questions which may come before the council at any meeting shall be decided by a majority of the members present and voting at the meeting and, in every case of equality of votes, the presiding member shall have and exercise a second or casting vote.

6. No business shall be transacted at a meeting unless there be present at least one-third of the number of members then on the council.

7. If within half an hour after the time appointed for a meeting a quorum is not present, the meeting shall stand adjourned unless all the members present agree to wait longer.

8. No resolution of the council shall be modified or cancelled within three months after the passing thereof except at a meeting specially convened in that behalf and by a resolution of the council supported by not less than one-half of the sanctioned number of members.

9. Minutes of the proceedings at each meeting of the council shall be drawn up and entered in a book to be kept for that purpose; and shall be signed by the presiding member or in his absence by some one of the members present thereat; and the said minutes shall at all reasonable times and without charge, be open at the panchayat union office to the inspection of any person who pays any tax under this Act to the panchayat union.

10. The Commissioner shall have the custody of the proceedings and records of the council and may grant copies of any such proceedings and records on payment of such fees as the council may by general or special order, determine. Copies shall be certified by the commissioner as provided in section 76 of the Indian Evidence Act, 1872, and copies so certified may be used to prove the records of the council in the same manner as they may under sub-section (5) of section 78 of the said Act, be used to prove the proceedings of that body.

11. The committees constituted by the council under section 53 shall meet in the office provided by the panchayat union under rule 1.

12. The proceedings of every committee appointed by the council shall be recorded in writing and submitted to the council.

### NOTIFICATION No. 11.

In exercise of the powers conferred by clause (vi) of sub-section (2) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

### RULES.

*Moveing of resolutions at meetings of Panchayat Union Councils.*

1. A member who wishes to move a resolution shall intimate his intention in writing to the chairman by giving at least ten clear days' notice and such notice shall contain a copy of the resolution which he wishes to move :

Provided that the chairman may allow a resolution with shorter notice than ten days to be entered on the list of business.

2. No resolution shall be admissible which does not comply with the following conditions, namely :—

(*a*) it shall be clearly and precisely expressed and shall raise a definite issue; and

(*b*) it shall not contain arguments, inferences, ironical expressions or defamatory statements, nor shall it refer to the conduct or character of persons except in their official or public capacity.

3. The chairman shall decide on the admissibility of a resolution, and shall disallow any resolution which, in his opinion, contravenes the provisions of the Madras Panchayats Act, 1958 or the rules made thereunder and the decision of the chairman shall be final :

Provided that if in the opinion of the chairman a resolution relates to a matter which is unconnected with the administration of a panchayat union, the chairman shall refer the resolution to the State Government and obtain their orders as to its admissibility.

4. A resolution which has been admitted by the chairman shall be entered in the list of business in the notice for the meeting.

5. (1) A member in whose name a resolution appears on the list of business shall, when called on, either—

(*a*) withdraw the resolution, in which case he shall confine himself to a mere statement to that effect; or

(*b*) move the resolution.

(2) If the member when called on is absent or proposes to withdraw or is willing to move the resolution, or if he has ceased to be member before the meeting, any member present at the meeting may move the resolution; and if no member moves it, it shall be considered to have been withdrawn.

(3) Every resolution which has been moved shall be seconded; of business shall, when called on, either—

6. No speech, except with the permission of the Chairman shall exceed fifteen minutes in duration :

Provided that the mover of a resolution, when moving the same may speak for not more than thirty minutes.

7. The discussion of a resolution shall be strictly limited to the subject of the resolution.

8. (1) When a resolution is under discussion any member may, subject to rules 2, 3, 6 and 7 move an amendment to such resolution.

(2) Every amendment which has been moved shall be seconded; otherwise it shall not be discussed.

9. (1) A member who has moved a resolution or an amendment to a resolution shall not withdraw the same except by leave of the Panchayat Union Council.

(2) No discussion shall be permitted on a motion for leave to withdraw except with the permission of the Chairman.

10. (1) When an amendment to any resolution is moved, or when two or more such amendments are moved, the Chairman, shall, before taking the sense of the Panchayat Union Council thereon, state or read to the Panchayat Union Council, the terms of the original motion and of the amendment or amendments proposed.

(2) Ordinarily the Chairman shall put the amendments to the vote in the order in which they have been moved and lastly the original motion, if all the amendments are lost. But it shall be in his discretion in any case to put to the vote the original motion and the amendments in such order as the Chairman thinks fit.

11. When any resolution involving several points has been discussed, it shall be in the discretion of the Chairman to divide the resolution into points and put each of such points separately to the vote as the Chairman may think fit.

12. In these rules " Chairman " includes the person for the time being in charge of the office of the Chairman under sub-section (1), (2), (4), (5) or (6) of section 37 of the Madras Panchayats Act, 1958.

NOTIFICATION No. 12.

In exercise of the powers conferred by clause (vi) of sub-section (2) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

RULES.

*Interpellation of Chairman by the Members of Panchayat Union Council.*

1. No question shall be asked or answered at a meeting of a Panchayat Union Council as to any matters not connected with the Panchayat Union and no question shall be asked except as to matters of fact and the answer shall be confined to a statement of facts. Except as thus provided, any question may be asked by any member of the Panchayat Union Council, subject to the conditions and restrictions specified in the following rules.

2. A member of a Panchayat Union Council, who wishes to ask a question shall intimate his intention in writing to the Chairman by giving at least ten clear days' notice; such notice shall contain a copy of the question he wishes to ask.

3. In order that a question may be admissible, it must satisfy the following conditions, namely :—

(1) It must not publish any name or statement not strictly necessary to make the question intelligible;

(2) if a question contains a statement, the member asking it must make himself responsible for the accuracy of the statement;

(3) it must not contain arguments, inferences, ironical expressions or defamatory statements;

(4) it must not ask for an expression of opinion or the solution of an abstract legal question or of a hypothetical proposition;

(5) it may not be asked as to the character or conduct of any person except in his official or public capacity;

(6) it must not be of excessive length; and

(7) a question once fully answered may not be asked again.

4. The Chairman shall decide on the admissibility of a question and either allow or disallow it before the date fixed for the next meeting for which it may be in time under rule 2. He may disallow any question, if in his opinion, it is an abuse of the right of questioning or where, in his opinion, it cannot be answered consistently with the public interests, and shall disallow any question which, in his opinion, contravenes any of these rules; and in such case the question shall not be entered in the proceedings of the Panchayat Union Council.

5. Questions allowed by the Chairman shall be entered in the agenda paper for the day and the Chairman shall answer every question so entered, if not previously withdrawn by the member putting it, in the order in which it stands in the paper, before any other business is entered upon at the meeting :

Provided that the Chairman may, at his discretion, on the ground of public interest, answer a question on the agenda paper, even though the question may have been withdrawn.

6. Any member may put a supplementary question for the purpose of further elucidating any matter of fact regarding which an answer has been given :

Provided that the Chairman shall disallow any supplementary question if, in his opinion, it infringes the rules as to the subject-matter of questions :

Provided also that he may decline to answer a supplementary question without notice, in which case it may be put only in the form of a fresh question at a subsequent meeting of the panchayat union council.

7. No discussion shall be permitted in respect of any question or of any answer given to a question asked under these rules.

8. The question asked and the answer given to it shall be entered in the proceedings of the panchayat union council.

9. In these rules " Chairman " includes the person for the time being in charge of the office of the Chairman under sub-section (1), (2), (4), (5) and (6) of section 37 of the Madras Panchayats Act, 1958.

NOTIFICATION No. 13.

In exercise of the powers conferred by sub-section (3) of section 182 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958) the Governor of Madras hereby makes the following rules :—

RULE.

*Authority for taking possession of properties of Panchayat Union Councils from outgoing Chairman, etc.*

The prescribed authority for the purposes of sub-section (3) of section 182 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958) shall be the Divisional Panchayat Officer in respect of Panchayat Union Councils having jurisdiction.

NOTIFICATION No. 14.

In exercise of powers conferred by clause (xxxvii) of sub-section (2) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958) the Governor of Madras hereby makes the following rules :—

RULES.

*Grant of copies of proceedings or records.*

1. A person requiring copies of or extracts from proceedings or records of a panchayat union council shall submit an application (giving his full name and address and as accurate a description of the proceedings or records as possible) to the Commissioner. When the proceedings or records, copies of or extracts from which are applied for, belong to any year prior to the current calender year, a search fee according to the scale specified below shall be remitted to the panchayat union council as soon as the application has been admitted :—

(*a*) for searching records of any one year for a single document or entry—Fifty naye Paise.

(*b*) For searching the records of every additional year—Twenty-five naye Paise.

NOTE.—(1) The term "person" includes a member, vice-chairman or chairman of a panchayat union council.

(2) A separate application need not be presented in respect of each proceeding or record of which a copy or extract is required.

(3) Enclosures or annexures to letters, accounts or other documents form part of the documents to which they appertain and shall not be reckoned for purposes of search as separate documents.

2. If the record is not found, the fee paid shall not be refunded, but the applicant shall be furnished with a certificate stating that the document applied for cannot be found.

3. (1) If the record is found and the Commissioner decides to grant copies of or extracts from it, the applicant shall deposit in cash, a fee of nineteen naye Paise for every 175 words or part thereof.

(2) In the case of statements or extracts from registers where figures have to be copied, five figures shall be taken as equivalent to one word.

(3) In the case of maps or plans a reasonable fee shall be fixed by the Commissioner in consultation with the engineering staff in charge of the panchayat union works.

4. The Commissioner shall intimate to the applicant the fees chargeable for the copy of, or extract from, the proceedings or record On receipt of the fee he shall have the copies, extracts, or tracings prepared. The copies or extracts shall then be certified by him as true after scrutiny in office and furnished to the applicant if he appears in person to receive them, or sent by post if the applicant has deposited necessary postage stamps for the purpose.

5. A receipt signed by the Commissioner or any person empowered by him in this behalf shall be furnished to every person depositing search fees or copying fees.

6. If the Commissioner considers the grant of the copy of or extracts from any proceeding or record objectionable, he shall reject the application by an endorsement stating briefly the reasons for doing so.

## NOTIFICATION No. 15.

In exercise of the powers conferred by section 50 and sub-section (1) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rule :—

### Rule.

*Production of Documents by Commissioner.*

The Commissioner shall comply with every requisition of the panchayat union council, to produce any document which is in his custody unless in his opinion immediate compliance therewith would be prejudicial to the interests of the panchayat union or of the public, in which case he shall make a declaration in writing to that effect and shall, if required by the panchayat union council, refer the question to the Inspector or to any officer empowered by the Inspector in this behalf and the decision of such Inspector-Officer shall be final.

NOTIFICATION No. 16.

In exercise of the powers conferred by clause (xlvii) of sub-section (2) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

## Rules.

*Manner of publication of notification or notice.*

1. Every notification issued under the Act by the Government or the Inspector shall be published in the *Fort St. George Gazette.*

2. Save as otherwise expressly provided in the Act or in the rules made thereunder, every notification under the Act other than one issued by the Government or the Inspector shall be published in the official gazette of the district to which such notification applies both in English and in Tamil :

Provided that the Government shall have power to direct that any such notification—

(i) shall be published in the said gazette either in English or in Tamil,

(ii) shall, instead of being published in the said gazette, be published in any other manner specified by them, or

(iii) shall, in addition to being published in the said gazette be published in such manner as may be specified by them.

3. Whenever a panchayat union council sets apart any place for any purpose or prohibits the doing of anything in any place, the Commissioner shall cause to be put up in such place a notice in Tamil specifying the purpose for which such place has been set apart or the act prohibited in such place.

4. Save as otherwise expressly provided in the Act or in the rules made thereunder, every notice to the public under the Act shall be published—

(*a*) by affixing a copy thereof in some conspicuous place in—

(i) the office of the panchayat union council; and

(ii) the chavadi or chavadies, if any, in the village or town: and

(*b*) by beat of drum in the village or town.

5. In these rules, the words " the Act ", mean the Madras Panchayats Act, 1958.

NOTIFICATION No. 17.

In exercise of the powers conferred by section 82 and clauses (xviii), (xxxiv) and (xxxvi) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

## RULES.

*Prohibition against obstructions in or over public roads, removal of encroachments, etc.*

1. (1) No person shall work in a quarry or remove stone, earth or other material from any place within twenty yards of a public road or of other immovable property vesting in or belonging to the panchayat union council except under a licence issued by the panchayat union council. The panchayat union council may either grant or refuse to grant a licence and in the latter case the reasons for refusal shall be communicated to the person or persons concerned.

(2) If, in the opinion of the panchayat union council, the working of any quarry or the removal of stone, earth or other material from any place is dangerous to persons residing in or having legal access to, the neighbourhood thereof, or creates or is likely to create a nuisance, the panchayat union council may require the owner or person having control of the said quarry or place to discontinue working the same or to discontinue removing stone, earth or other material from such place or to take such order with such quarry or place as it shall deem necessary for the purpose of preventing danger or of abating the nuisance arising or likely to arise therefrom.

2. (1) No door, gate, bar or ground floor window shall be hung or placed so as to open outwards upon any public road vested in the panchayat union council without a licence from the Commissioner.

(2) The Commissioner may, by notice, require the owner of such door, gate, bar or window to alter it so that no part thereof. when open, shall project over the public road.

3. (1) The Commissioner may, by notice, require the owner or occupier of any premises, to remove or alter any projection, encroachment, or obstruction (other than a door, gate, bar or ground floor window) situated against or in front of such premises and in or over any public road vested in the panchayat union council.

(2) If the owner or occupier of the premises proves that any such projection, encroachment or obstruction has existed for a period sufficient under the law of limitation to give any person a prescriptive title thereto, or that it was erected or made with the permission or licence of any local authority duly empowered in that behalf, and that the period, if any, for which the permission

or licence is valid has not expired, the panchayat union council shall make reasonable compensation to every person who suffers damage by the removal or alteration of the same.

4. (1) The Commissioner may, with the approval of the panchayat union council, grant a licence, subject to such conditions and restrictions as he may think fit, to the owner or occupier of any premises to put up verandas, balconies, sun-shades, weather-frames and the like, to project over a public road vested in the panchayat union council or to construct any step or drain-covering necessary for access to the premises.

(2) Every application for a licence under sub-rule (1) shall furnish information as to the materials of which it is proposed to construct the structure and the period for which a licence is required.

(3) The licence may be granted or renewed by the panchayat union council, if the structure is of temporary materials, such as palmyra or coconut leaves, bamboo or other matting or gunny, cloth or other similar material, or is of such a nature as to be movable daily, and if the period of the licence does not exceed twelve months.

(4) No licence for a structure not in accordance with the description given in sub-rule (3), or for a period exceeding twelve months, shall be granted by a panchayat union council except with the previous approval of the Collector, who, in granting approval, may lay down such conditions as he may consider necessary subject to which the licence may be granted by the panchayat union council. The panchayat union council shall embody such conditions in the licence before it is granted.

In the case of a licence granted under this sub-rule, the approval of the Collector shall not be necessary for its renewal if such renewal does not extend the duration of the licence for a period exceeding three years.

(5) Licence for the construction of steps or drain-coverings necessary for giving access to premises shall be granted subject to the following further conditions which should be specified in the licences :—

(i) The steps or slabs over drains shall not project into the road side beyond the retaining wall of the drain. The step or slab over the drain leading to a premises directly abutting on the road shall not be more than three feet long in the case of domestic premises and five feet long in the case of shops or business premises, but in the case of shops or business premises which have a frontage of less than 20 feet in length, only one fligth of steps shall be allowed. In the case of premises having a compound in front, into which vehicular traffic is likely to pass over the drain, the Commissioner shall fix the length of the covering.

(ii) Coverings over drains shall be flush with the top of the retaining walls of the drains, provided that the depth of the drain below the coverings is considered sufficient by the panchayat union council to carry the storm flow. A covering slab may be laid on the top of the retaining walls in rare cases where it may be necessary to do so in order that the water-way of the drain may not be restricted, or in cases where the licensing authority has no objection, provided that the previous sanction of the Collector is obtained and that a suitable cement concrete ramp is constructed on the road side of the raised slab leading from the level of the top of the slab to the road level.

(iii) The drain covering in the case of premises abutting on the road shall be 2 to 4 inches in thickness for drains 6 to 36 inches according to the size of the drain. In the case of premises with a compound in front where heavy vehicular traffic is likely to pass over the drain, the covering may be granite or reinforced concrete slabs of the following thickness :—

| | *Reinforced concrete slabs.* | *Granite slabs, each 18 inches wide, if no cover over.* |
|---|---|---|
| INCHES. | INCHES. | INCHES. |
| Over drains 6 to 12 .. .. .. .. .. | 4 | 5 |
| Over drains 15 to 24 .. .. .. .. .. | 6 | 7 |
| Over drains 27 to 36 .. .. .. .. .. | 7 | 9 |

In the case of larger drains, the thickness and material of the covering shall be such as may be decided by the Commissioner, in each case, to suit—

(*a*) the class of stone or other covering material used;

(*b*) the width of individual slab members carrying the load;

(*c*) the load concentration expected; and

(*d*) the depth of fill, if any, over the slab.

This condition may be relaxed in exceptional cases with the previous approval of the Collector.

(iv) They shall be liable to be removed at the cost of the licensee, whenever necessary, in order that the drain may be inspected or repaired.

(v) The Commissioner may, whenever he thinks fit, by order in writing, direct the removal of the encroachment altogether without payment of compensation :

Provided that the order aforesaid shall specify the reasons for the action proposed and shall not be issued without notice to the persons concerned.

(vi) The top of the drain covering shall not be used as part of a shop or be otherwise encroached upon.

(6) The Collector shall have power to order the cancellation of any licence granted under sub-rule (3), (4) or (5) if, in his opinion, the projection, erection or structure which has been licensed, has become objectionable or if he considers it necessary in the public interest that the projection, erection or structure should be removed and upon such order, the panchayat union council shall promptly cancel the licence and have the projection, erection or structure removed.

(7) It shall be a condition of every licence granted under sub-rule (3), (4) or (5)—

(i) that it shall be liable to be cancelled at any time in the circumstances referred to in sub-rule (6); and

(ii) that an annual fee shall, if levied, be paid to the panchayat union council in advance so long as the licence is in force and that in default of payment of such fees, the licence is liable to be cancelled.

5. The Commissioner, may grant a licence, subject to such conditions and restrictions as he may think fit, for the temporary erection of pandals and other structures in a public road vested in the panchayat union council or in any other public place, the control of which is vested in the panchayat union council.

6. The Commissioner shall have powers, with the approval of the panchayat union council to lease road sides vested in the panchayat union council for occupation on such terms and conditions and for such period as the panchayat union council may fix.

7. But neither a licence under rule 4 nor a lease under rule 6 shall be granted if the projection, construction or occupation, as the case may be, is likely to be injurious to health or cause public inconvenience or otherwise materially interfere with the use of the road as such.

8. The Government may, by notification, restrict and place under such control as they may think fit, the exercise by any panchayat union council or any class of panchayat union councils of the powers under rules 4 and 6.

9. On the expiry of any period for which a licence or lease has been granted under rules 4 to 6, the Commissioner may without notice, cause any projection or construction put up under rule 4 or rule 5 to be removed, and the cost of so doing shall be recoverable from the person to whom the licence was granted.

10. (1) No building shall be erected without the written permission of the Commissioner or of some other person authorized by the Commissioner over any sewer or drain or any part of a sewer or drain or upon any ground, which has been covered, raised or levelled wholly, or in part, by road sweepings or other rubbish.

(2) The said Commissioner or any person may, by notice, require any person who shall have erected a building without such permission or in a manner contrary to, or inconsistent with, the terms of such permission, to demolish the same.

11. The Commissioner may, by notice, require the owner or occupier of any land adjoining a public road or adjoining other land or water vested in the Panchayat Union Council to clear away prickly-pear, wattle, lantana, or other noxious vegetation where it encroaches on such property and so far as it has spread from such land on to such property.

12. (1) No person shall make a hole, or cause any obstruction in any public road vested in the Panchayat Union Council unless he previously obtains the permission of the Commissioner and complies with such conditions as the Commissioner may impose.

(2) When such permission is granted, such person shall, at his own expense, cause such hole or obstruction to be sufficiently fenced and enclosed until the hole or obstruction is filled up or removed and shall cause such hole or obstruction to be sufficiently lighted during the night.

(3) If any person contravenes the provisions of this rule, the Commissioner shall fill up the hole or remove the obstruction or cause the hole or obstruction to be lighted as the case may be, and may recover the cost of so doing from such person.

13. (1) The Commissioner shall have power to permit a person to plant any tree on any public road or other property vesting in or belonging to the Panchayat Union Counci on such conditions as the Commissioner may impose.

(2) The Commissioner shall have power to permit a person to fell, remove, destroy, lop or strip bark or leaves from or otherwise damage any tree referred to in section 82 (1) (*f*) of the Madras Panchayats Act, 1958, on such conditions as the Commissioner may impose.

14. (1) If any person, without the previous sanction of the Panchayat Union Council occupies any land which is set apart for any public purpose, and is vested in, or belongs to it, he shall be bound to pay in respect of such occupation such sum as may be demanded by the Panchayat Union Council by way of penalty.

(2) The Commissioner may by notice require any person on whom a penalty has been or may be imposed under sub-rule (1) to vacate such land and to remove any building or other construction or anything deposited on it.

(3) If any damage to the property of the Panchayat Union Council has been caused by any person occupying any land for which he is liable to pay penalty under sub-rule (1), he shall be

liable to pay compensation to the Panchayat Union Council for such damage in addition to, and irrespective of, any penalty that may be imposed on or recovered from him.

(4) The compensation and penalty due from any person under this rule shall be demanded by bill and recovered as miscellaneous dues in accordance with the rules relating to receipts and expenditure of panchayat union councils.

NOTIFICATION No. 18.

In exercise of the powers conferred by sub-section (1) of section 178 of the Madras Village Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rule :—

RULE.

*Manner of service of documents other than notices.*

When any document other than a notice is required by the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958) or by any rule, by-law, regulation or order made thereunder, to be served on, or sent to, any person, the service or sending thereof may be effected :—

(i) by giving or tendering the said document to such person; or

(ii) if such person is not found, by leaving such document at his last known place of abode or business, or by giving or tendering the same to some adult member or servant of his family; or

(iii) if such person does not reside in the village or town as the case may be and his address elsewhere is known to the Commissioner by sending the same to him by registered post; or

(iv) if none of the means aforesaid be available, by affixing the same in some conspicuous part of such place of abode or business.

## CHAPTER II—ESTABLISHMENT.

NOTIFICATION No. 19.

In exercise of the powers conferred by sub-sections (1) and (2) of section 58, sections 59 and 61 and sub-section (1) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rule :—

RULE.

*Power of Government to relax rule or regulation in respect of establishment of Panchayat Union Councils.*

No rule or regulation made under the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958) shall be construed to limit or abridge the power of the Government to deal with the case of any

officer or servant of Panchayat Union Council or any candidate for appointment to the service of a Panchayat Union Council in such manner as may appear to them to be just and equitable :

Provided that where any such rule or regulation is applicable to the case of any such officer or servant of a Panchayat Union Council or to any candidate for appointment to the service of a Panchayat Union Council the case shall not be dealt with in any manner less favourable to such officer or servant of the Panchayat Union Council or to the candidate for appointment to the service of the Panchayat Union Council as the case may be than that provided by that rule or regulation.

NOTIFICATION No. 20.

In exercise of the powers conferred by sub-section (1) of section 58 and section 61 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

RULES.

*Personal conduct of Officers and Servants of Panchayat Union Councils.*

1. *Gifts, gratuities and rewards.*—(1) Save as otherwise provided in these rules, an officer or servant of a Panchayat Union Council shall not, except with the previous sanction of the Commission accept directly or indirectly on his own behalf or on behalf of any other person, or permit any member of his family so to accept, any gift, gratuity or reward or any offer of a gift, gratuity or reward from any person who is not related to him.

(2) Subject to the provisions of any general or special order of the Government, an officer or servant of a Panchayat Union Council may accept from any person a complimentary gift of flowers or fruits or similar articles of trifling value, but all officers and servants of a Panchayat Union Council shall use their best endeavours to discourage the tender of such gifts.

(3) Subject to the provisions of any general or special order of the Government, an officer or servant of a Panchayat Union Council may accept, or permit any member of his family to accept, from a person who is his personal friend, a wedding gift of a value which is reasonable in all the circumstances of the case. All officers and servants of a Panchayat Union Council shall use their best endeavours to discourage the tender of such gifts and such acceptance or permission shall be reported to the Commissioner and if the Commissioner so requires, the gift shall be returned to the donor.

(4) If an officer or servant of a Panchayat Union Council cannot, without giving undue offence, refuse a gift of substantial

value from a person, he may accept the same, but shall, unless the Panchayat Union Council otherwise directs, deliver the gift to the Panchayat Union Council.

(5) Subject to the provisions of any special or general order of the Government, a medical or veterinary officer of a Panchayat Union Council may accept any gift, gratuity or reward offered in good faith by any person or body of persons in recognition of his professional services :

Provided that no veterinary officer of a Panchayat Union Council shall accept any gift, gratuity or reward for inoculating animals against contagious diseases.

(6) No officer or servant of a Panchayat Union Council shall make a habitual use of vehicles or animals belonging to others or travel free of charge in any vehicle plying for hire.

2. *Subscriptions.*—An officer or servant of a Panchayat Union Council shall not take any part in the collection of subscriptions for any public or local purpose :

Provided that the Commissioner may, in consultation with the Senior Deputy Inspector of Schools in the case of teachers employed in elementary schools for boys and the Sub-Assistant Inspectress of Schools in the case of teachers employed in elementary schools for girls, accord permission to teachers to collect subscriptions for the following purposes, namely :—

(i) School day or parents' day celebrations including prizes for class work and sports and school entertainments by pupils;

(ii) poor pupils' fund for providing fees or books or food for deserving pupils;

(iii) school excursions; and

(iv) educational exhibitions and propaganda.

The headmaster or headmistress of the school shall be responsible for the proper maintenance of the accounts relating to such collections and the expenditure therefrom.

The headmaster or headmistress shall prepare a statement of receipts and charges for each purpose separately and submit to the Commissioner within a week after the close of the celebration or after the accounts are settled in other cases. These accounts shall also be made available for the scrutiny of the inspecting officers either at visits to schools or at inspection. The balance of collections, if any, shall be deposited in the post office savings bank.

3. *Purchase of resignation.*—Officers or servants of a Panchayat Union Council shall not enter into any pecuniary arrangement for the resignation by one of them of any office under the Panchayat Union Council for the benefit of others. Should this rule be

infringed, any appointment consequent upon such resignation shall be cancelled and such parties to the arrangement as are still in the service shall be suspended pending the orders of the Commissioner.

4. *Control over immovable property held or acquired by officers and servants of Panchayat Union Councils.*—Every officer or servant of a Panchayat Union Council or candidate for service under a Panchayat Union Council shal make to the Commissioner a declaration of all immovable property which may from time to time be held or acquired by him or by his wife or by any member of his family living with or in any way dependent on him. Such declaration shall state the district within which the property is situated and shall give such further information as the Panchayat Union Council may by general or special order require.

This rule shall apply only to officers and servants in and candidates for appointment to the superior service as deemed in rules regulating the grant by Panchayat Union Councils of gratuity to their officers and servants.

NOTE.—(i) The declaration must include all immovable property held or acquired wherever situated in India. It should, as far as possible, give all the details specified in the form in Appendix A.

(ii) Every officer or servant of a Panchayat Union Council shall submit to the Commissioner not later than the 15th January in each year a statement in the form given in Appendix A showing all the immovable property of which he stood possessed, or in which he had an interest at the close of the preceding calendar year. In columns (6) to (16) and (19) to (21) of the form, particulars shall be entered of any immovable property relinquished or otherwise disposed of.

(iii) If in any year an officer or servant of a Panchayat Union Council has neither acquired nor relinquished or otherwise disposed of any immovable property or any interest in immovable property, he may instead of a return in the form given in Appendix A submit a certificate in the form below:—

"I, A.B., do solemnly declare that since the submission by me of the return|certificate on . . . . . I have not acquired or become possessed of, either in my own name or in that of any other person, or relinquished or otherwise disposed of any immovable property or any beneficial or other interest, in immovable property.

Place

(Signature) A.B.,

Date

Official designation."

(iv) The annual return shall include all immovable property acquired or registered in the name of the officer or servant of the Panchayat Union Council either on his own account or as a trustee, executor or administrator or temple mirasdar or acquired or registered in the name of or held or managed by his wife or by any other member of his family living with or in any way dependent on him. In the case of an officer or servant of a Panchayat Union Council who follows the Marumakkatayam or Aliyasanthana law, the statement shall include acquisitions of immovable property by his consort.

(v) A statement in the form given in Appendix B showing the immovable property held by each officer or servant shall be recorded in his service book. This statement shall be revised every year with reference to the particulars furnished under Note (ii) above. Every entry or alteration in the statement shall be duly attested by the officer competent to record the certificate of annual verification in the service book concerned.

(vi) A candidate for appointment under a Panchayat Union Council shall submit with his application a statement in the form given in Appendix A.

(vii) Any attempt to mislead and any failure to give full and correct information will render the officer or servant concerned liable to dismissal from service.

5. *Promotion and management of companies.*—(1) No officer or servant of a Panchayat Union Council shall accept paid employment in any company, or mutual benefit society, or act as an agent, whether paid by salary or by commission to the Life Insurance Corporation of India, any insurance company or societies.

(2) Any officer or servant of a Panchayat Union Council may, with the previous sanction of the Commissioner take part in the management of a mutual benefit society, provided that no remuneration is accepted therefor.

(3) Any officer or servant of a Panchayat Union Council may take part in the promotion of co-operative societies and may with the previous sanction of the Commissioner, hold office in any co-operative society, to serve on any committee appointed for its management, or accept remuneration from it for any service rendered by him.

(4) Before according sanction in any case under sub-rule (2) or (3), the Commissioner shall satisfy himself that the work undertaken by the officer or servant will be performed without detriment to his official duties.

6. *Private trade or employment.*—(1) An officer or servant of a Panchayat Union Council shall not engage in any trade or undertake any employment other than his public duties;

(2) (*a*) An officer or servant of a Panchayat Union Council may undertake honorary work of a social or charitable nature or occasional work of a literary or artistic character provided that his official duties do not suffer thereby. But the Panchayat Union Council may at any time forbid him to undertake or require him to abandon any employment which in its opinion is undesirable.

(*b*) No teacher shall undertake private tuition without the written permission of the Commissioner.

(3) The Commissioner may in consultation with the Senior Deputy Inspector of Schools in the case of teachers employed in elementary schools for boys and the Sub-Assistant Inspectress of Schools in the case of teachers employed in elementary schools for girls, accord permission to teachers under the following items of work, namely :—

(i) broadcast talks on educational problems,

(ii) writing of text-books for class work or for use in libraries in exceptional cases, subject to the following conditions, namely :—

(*a*) The teacher shall not retain copyright in or interest in the sale of copies of any text-book written by him for use in a recognized school in this State. He may accept only a definite lumpsum as remuneration from the publishing firm or any other party.

(*b*) No teacher who is a member of the Text-Book Committee shall write or edit any text-books for use in a recognized school, during his membership of the Committee.

*Explanation.*—A recognized school shall mean a school maintained by or opened with the sanction of the Government or to which recognition has been accorded under the Madras Educational Rules or under the rules framed under the Madras Elementary Education Act, 1920.

(iii) examinership for public examinations;

(iv) service as part-time post-master or as part-time clerk of a panchayat, provided that no teacher shall be permitted to hold at the same time the post of a part-time post-master and part-time clerk of a panchayat.

(4) (*a*) Save as otherwise provided for in sub-rule (3), in the case of broadcast talks on educational problems, no officer or servant of a Panchayat Union Council shall deliver a broadcast talk at a broadcasting station on any subject without the previous permission of the Inspector. The Inspector may refer any case to Government for orders if he considers such a course desirable.

(*b*) An officer or servant of a Panchayat Union Council who is invited or who wishes to deliver a broadcast talk shall intimate to the Inspector through the proper channel, the subject on which he proposes to talk and if it is on a subject directly or indirectly connected with his official duties, or if so required, shall submit the full text of the talk for the approval of the Inspector before it is delivered.

(*c*) The provisions of clauses (*a*) and (*b*) shall apply *mutatis mutandis* to the broadcast by an officer or servant of a Panchayat Union Council of musical or other performances (including the playing of prepared 'recitals' or gramaphone records).

7. *Pecuniary transactions with contractors.*—All officers and servants of Panchayats Union Councils are prohibited from having any pecuniary transactions with Panchayat Union Council contractors or any other person in any way connected with any department under the Panchayat Union Councils.

8. *Insolvency and habitual indebtedness.*—An officer or servant of a Panchayat Union Council shall avoid habitual indebtedness. If he is adjudged or declared insolvent, or has incurred debt aggregating a sum which in ordinary circumstances he could not repay within a period of two years or if a part of his salary is frequently attached for debt, has been continuously so attached for a period of two years, or is attached for a sum which, in ordinary circumstances, he could not repay within a period of two years, he may, unless he proves that the insolvency or indebtedness is the result of

circumstances which, with the exercise of ordinary diligence, he could not have foreseen or over which he had no control, and has not proceeded from extravagant or dissipated habits, be presumed to have contravened this rule. An officer or servant of a Panchayat Union Council who applies to be or is adjudged or declared insolvent, shall forthwith report his insolvency to the head of the office or department in which he is employed.

9. *Communication of official documents or information.*—No officer or servant of a Panchayat Union Council, shall except when generally or specially empowered in this behalf by the Panchayat Union Council, communicate directly or indirectly any document or information which has come into his possession in the course of his official duties or has been prepared or collected by him in the course of those duties, whether from official sources or otherwise, to any other officer or servant of the Panchayat Union Council or an officer or servant of any other local authority or a servant of the Government unauthorized to receive the same, or to a non-official person or to the press.

10. *Connection with the press.*—An officer or servant of a Panchayat Union Council shall not become a proprietor in whole or in part or conduct or participate in the editing or management of any newspaper or other periodical publication.

11. *Restrictions on the publication of documents and on communications to the press.*—(1) No officer or servant of a Panchayat Union Council shall, in any radio broadcast or in any document published anonymously or in his own name or in the name of any other person or in any communication to the press or in any public utterance, make any statement of fact or opinion—

(i) which has the effect of an adverse criticism of any current or recent policy or action of the Central Government or a State Government, Panchayat Union Council or a panchayat, or a municipal council; or

(ii) which is capable of embarrassing the relations between the Central Government, the State Government, panchayat, panchayat union councils and municipal councils; or

(iii) which is capable of embarrassing the relations between the Central Government and the Government of any foreign State:

Provided that nothing in this rule shall apply to any statements made or views expressed by an officer or servant of a panchayat union council in his official capacity or in due performance of the duties assigned to him.

(2) An officer or servant of a Panchayat Union Council who intends to publish any document under his own name or to make any communication to the press under his own name or to deliver

any public utterance containing statements in respect of which any doubt as to the application of the restrictions imposed by sub-rule (1) may arise, shall submit to the Inspector a copy of the draft of the document which he intends to publish or of the communication which he intends to make or of the utterance which he intends to deliver, and shall not publish the document, make the communication or deliver the utterance save with the sanction of the Inspector and with such alterations, if any, as he may direct.

12. *Evidence before committees.*—An officer or servant of a Panchayat Union Council shall not give evidence before a public committee, unless he has first obtained the permission of the Commissioner. In giving such evidence he shall not criticise the policy or decisions of the Panchayat Union Council or of the State or Central Government.

This rule shall not apply to the evidence given before statutory committees with power to compel attendance and the giving answers or to evidence given in judicial enquiries.

13. *Taking part in elections.*—An officer or servant of a Panchayat Union Council shall not stand as a candidate, or interfere, or use his influence in any way or do anything in aid or in obstruction of any candidate, in any election to a legislative body or local authority, nor shall he take part in or subscribe in aid of any electioneering party organization :

Provided that an officer or servant of the Panchayat Union Council who is qualified to vote at such an election may exercise his right to vote but shall, as far as possible, avoid giving any indication of the manner in which he proposes to exercise that right.

This rule shall apply only to whole-time officers and servants.

14. *Taking part in politics.*—Subject to any general or special order of the Government, no officer or servant of a Panchayat Union Council shall take part in, subscribe in aid of, or assist in any way any political movement in India, or relating to Indian affairs. When there is room for doubt whether any action which an officer or servant propose to take will contravene this rule, he should refer the matter to the Inspector throught the Commissioner whose decision thereon shall be final.

NOTE.—Subversive activities or the expression of disloyal sentiments by an officer or servant will be regarded as sufficient ground for dispensing with his services.

15. *Responsibility of officers and servants for acts of their family.*—An officer or servant of a Panchayat Union Council is responsible for any act done by his wife or by any other member of his family living with or in any way dependent on him which, if done by himself, would constitute a breach of the rule.

16. *Vindication of act and character of Panchayat Union Council officer or servant as such.*—An officer or servant of a Panchayat Union Council may not, without the previous sanction of the Commissioner, have recourse to any court or to the press for the vindication of his official acts or character from defamatory attacks.

Nothing in this rule shall limit or otherwise affect the right of any officer or servant of a Panchayat Union Council to vindicate his private acts or character.

17. *Address while under suspension.*—When an officer or servant of a Panchayat Union Council is suspended, he is free to go where he likes, but he shall leave his address with the Commissioner. He shall also leave his address with the officer, if any, holding an enquiry into his conduct.

He shall obey all orders to attend any inquiry into his conduct and if he fails to do so, the inquiry may be held in his absence.

18 *Influencing superior authorities for furtherance of interests.*—No officer or servant of a Panchayat Union Council shall bring or attempt to bring any political or other outside influence to bear upon any superior authority for the furtherance of his interests. The penalty for a contravention of this rule shall be the withholding of promotion from him either permanently or for such period as the Commissioner may determine, or the reduction to a lower stage in the time-scale of pay.

*Explanation.*—An officer or servant of a Panchayat Union Council causing his own case to be made a subject of an interpellation in the Panchayat Union Council or in Parliament or in the State Legislature contravenes this rule.

19. *Addressing or interviewing superior authorities.*—(1) No officer or servant of a Panchayat Union Council may address directly any superior authority other than that to which he is immediately subordinate in any matter relating to his official duties or affecting him personally as such officer or servant.

NOTE.—An officer or servant of a Panchayat Union Council who has addressed through his immediate superior authority may, if he wishes, submit to the superior authority direct, a copy of the communication sent through his immediate official superior.

(2) No officer or servant of a Panchayat Union Council may approach any person, official or non-official, other than the officer to whom he is immediately subordinate in order to enlist support in respect of a matter affecting him personally as an officer or servant of a Panchayat Union Council or to obtain testimonials or certificates.

(3) No officer or servant of a Panchayat Union Council may, except with the previous permission of the authority to which he is immediately subordinate, seek an interview with any officer than his immediate superior in respect of any matter affecting him

personally as such officer or servant and no officer or servant of a Panchayat Union Council may seek such an interview with a Minister or a Secretary to Government.

(4) Every application by an officer or servant of a Panchayat Union Council for an appointment or for promotion shall be sent through the proper channel.

20. *Public demonstration in honour of officers and servants of Panchayat Union Councils.*—(1) No officer or servant of a Panchayat Union Council shall receive any complimentary or valedictory address, or attend any public meeting or entertainment held in his honour. There is, however, no objection to an officer or servant attending a farewell entertainment given to him by personal friends or by a club of which he is a member; but in accepting an invitation, the officer or servant shall make it clear that the function must be purely private and on no account assume the character of a public entertainment, that no address shall be presented to him and that no report of the proceedings shall be published in the public press.

(2) No officer or servant of any rank shall accept an entertainment from his subordinates.

21. No officer or servant of a Panchayat Union Council shall be a member of any association, union or federation of officers and servants of Panchayat Union Councils if a person who is not an officer or servant of a Panchayat Union Council, is a member, office-bearer or patron of such association, union or federation.

22. *Discussion of the policy or action of Government.*—No Officer or servant of a Panchayat Union Council shall by any utterance, writing or otherwise, discuss or criticise in public or at any meeting of any association or body, any policy pursued or action taken by the Central Government or a State Government, a Panchayat or a Panchayat Union Council, or a municipal council, nor shall he in any manner participate in any such discussion or criticism :

Provided that nothing contained in this rule shall be deemed to prohibit—

(1) any officer or servant of a Panchayat Union Council from participating in discussions at any private meeting solely of the officers and servants of Panchayat Union Councils or of any recognized association of their own, of matters which affect the personal interest of such officers or servants individually or generally; or

(2) any officer or servant of a Panchayat Union Council from defending and explaining in public or private meetings any policy or action of the State Government, Panchayat Union Council, Panchayat or Municipal Council for the purpose of removing mis-apprehensions and correcting mis-statement or for the purpose of effectively carrying out such policy.

*Explanation.*—Nothing contained in this rule shall be construed to limit or abridge the power of the State Government to require any officer or servant of a Panchayat Union Council to publish and explain any policy or action of the Government in such manner as may appear to them to be expedient or necessary.

23. (1) *Application for private employment.*—No officer or servant of a Panchayat Union Council shall apply for private employment or signify his willingness to accept such employment without having previously obtained the permission in writing of the Commissioner.

(2) (*a*) Permission to apply for or accept private employment shall normally be granted to a person who is on leave preparatory to retirement, unless the employment is in a trading concern in India. Permission to apply for or accept private employment in a trading concern in India will be granted only in very exceptional cases and may be subject to the condition of immediate retirement of the officer or servant from the services of the Panchayat Union Council concerned.

(*b*) Permission to apply for or accept private employment shall not be granted to any other officer or servant of the panchayat Union Council unless the Commissioner is satisfied that his premature resignation may be accepted without detriment to the services of the Panchayat Union Council.

(3) If a person who is refused permission to apply for or accept private employment wishes to resign his appointment under a Panchayat Union Council, such resignation shall ordinarily be accepted.

(4) Where a person who is not on leave preparatory to retirement is permitted to apply for or accept private employment, he shall resign his appointment under the Panchayat Union Council immediately on accepting such employment.

## APPENDIX A.

*Statement of immovable property and interest in immovable property possessed, acquired on transferred by during the year ending the 31st December 19 .*

NOTE.—Property in which the officer or servant had acquired an interest before the year for which the return is submitted and in which he retained an interest during that year should be shown first, then those properties regarding which transaction took place during the year.

1 Name of officer or servant.

2 Office held.

3 Date of entertainment in service.

4 Nature of property, i.e.—

(1) Houses (stating whether they are with or without gardens) and the uses to which they are put.

(2) Lands whether used for purposes of agriculture or as gardens or for any other purposes.

5 Whether acquired before or during 19 .

6 Whether relinquished during 19 .

Situation of land or other property—

7 Village.

8 Taluk.

9 District.

10 Survey number.

Extent and assessment of lands.

Dry

11 Extent.

12 Assessment.

Wet

13 Extent.

14 Assessment.

15 Circar or inam.

16 From whom acquired or in whose favour relinquished.

17 In whose name registered after acquisition or before relinquishment.

18 By what means and for what purpose acquired.

19 Year, month and day of deed.

20 Right possessed in the land.

21 Price paid or obtained for the land.

22 Remarks.

I, do solemnly declare that I do not at this time possess either in my own name or in that of any other person and that I have not during the year 19 , acquired or parted with any immovable property or any beneficial or other interest in immovable property other than what is entered in this return.

Station (Signature )

Date (Office )

NOTE.—(1) The statement must be submitted punctually on the 15th January of each year.

(2) New acquisitions during the year to which the return relates should be entered in red ink.

(3) Particulars of any immovable property of which an officer may have become dispossessed during the year should also be entered in the annual return.

## APPENDIX B.

*Statement of immovable property and interest in immovable property held by officers and servants of Panchayat Union Councils.*

1 Name of the officer or servant.

2 Date of entertainment in service.

3 Office held.

4 District and division in which property is situated.

Particulars regarding property—

5 Nature of property.

6 Extent.

7 Assessment.

8 In whose name registered.

9 When acquired, inherited, etc.

10 By what means and for what purpose acquired.

11 Nature of interest possessed by the officer or servant concerned in such property.

12 Remarks.

## NOTIFICATION No. 21

In exercise of the powers conferred by section 59 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

### RULES.

*Appointment of common officer or servant for two or more Panchayat Union Councils.*

1. The Inspector may, when necessary, require two or more Panchayat Union Councils to appoint the same officer or servant, not being a Commissioner to exercise or discharge any powers or duties of a similar nature for both or all of them :

Provided that the Inspector shall consult the Director of Public Health in respect of proposals relating to the public health establishment.

2. The Panchayat Union Councils concerned shall meet the salary allowances payable to such officer or servant, together with contributions payable towards his leave salary or provident fund in such proportion and in such manner as may be laid down by the Inspector with reference to the income of the Panchayat Union Councils, the outturn of work of such officer or servant, or any other data which the Inspector may consider suitable for the purpose.

3. The Inspector shall specify the Commissioner of one of the Panchayat Union Councils concerned for the purpose of exercising the powers referred to in section 61 of the Madras Panchayats Act, 1958.

4. If the Commissioner of any of the Panchayat Union Councils concerned is not satisfied with the exercise of the powers referred to in rule 3 by the Commissioner specified under that rule, the Commissioner first mentioned may refer the matter to the Inspector whose decision on such reference shall be final.

## NOTIFICATION No. 22.

In exercise of the powers conferred by sub-section (1) of section 58 and sub-section (1) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

### RULES.

*Payment of arrear claims of Panchayat Union Council Staff.*

1. (1) Any claim of an officer or servant of a Panchayat Union Council for arrears of pay, allowances or increments of pay which has been allowed to remain in abeyance shall, before payment, be investigated by the Commissioner—

(i) with the sanction of Panchayat Union Council in the case of claims relating to a period exceeding six months but not exceeding two years; and

(ii) with the sanction of the Panchayat Union Council and of the Collector in the case of claims relating to a period exceeding two years.

(2) No claim for travelling allowance shall be entertained if it is made after three months from the date of completion of the journey to which it relates. Countersigning officers shall refuse to countersign bills presented after three months from the date of completion of the journey for which the travelling allowance is claimed.

2. The payment of an arrear claim ordered under rule 1 shall not exceed the amount found to be actually due under the claim in respect of a period of one year immediately preceding the date of detection of the under-payment. If, in any particular case, it is considered that for special reasons, a larger concession should be granted, the Commissioner shall consult the Examiner of Local Fund Accounts in the first instance and then obtain if the Examiner of Local Fund Accounts so advises, the sanction of the Collector for payment of arrears for a period exceeding one year :

Provided that consultation with the Examiner of Local Fund Accounts shall not be necessary in respect of arrear claims involving a sum not exceeding rupees twenty-five in each case.

*Explanation.*—For the purpose of this rule, the date of detection of an under-payment shall be the date on which the under-payment is detected by or brought to the notice of the Commissioner or, if it is first detected in audit, the date of detection by the Audit Department. An arrear claim resulting from an order issued with retrospective effect does not arise until the order is issued and shall not, therefore, be treated as a claim allowed to remain in abeyance during the period prior to the date of the order. An order passed with retrospective effect shall, for the purposes of this explanation be deemed to be one, which in the circumstances of the case, could not have been passed earlier or which was deliberately held over pending consideration.

3. The power conferred on the Panchayat Union Council by rule 1 shall not be delegated by the Panchayat Union Council.

## NOTIFICATION No. 23.

In exercise of the powers conferred by sections 58 (1) and 178 (1) of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rule :—

### Rule.

*Grant of holidays by Panchayat Union Councils to institutions under their control.*

The offices and institutions under the control of Panchayat Union Councils shall be permitted to observe only such public and special local holidays as may be sanctioned by the Government from time to time in respect of Government offices and institutions :

Provided that the grant of holidays to educational institutions under the control of Panchayat Union Councils shall be regulated in accordance with Madras Educational Rules :

Provided further that no Panchayat Union Council shall grant to offices and institutions under its control holidays other than those sanctioned to Government Offices and institutions without the previous sanction of the Inspector.

## CHAPTER III—FUNCTIONS AND POWERS.

### NOTIFICATION No. 24.

In exercise of the powers conferred by sub-section (1) of section 85 and sub-section (1) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rule :—

RULE.

*Transfer of irrigation functions to Panchayat Union Councils.*

The conditions subject to which the functions in respect of village irrigation works specified in sub-section (1) of section 85 of the Madras Panchayats Act, 1958, may be transferred to Panchayat Union Councils shall be as follows :—

(1) The transfer shall not be made unless a majority of the ayacutdars desire it. The transfer of a work in the charge of the Public Works Department shall only be made after consultation with the Chief Engineer for Irrigation.

(2) The Panchayat Union Council shall, with effect from the date from which functions in respect of any village irrigation work are transferred to it, make its own arrangements for the discharge thereof and shall, if necessary, employ its own staff. In the exercise of such functions, the Panchayat Union Council shall also have general control over the nirgantis, if any, employed by the Government. The Revenue Department shall, however, retain the power of appointment, punishment, dismissal and payment.

(3) The Panchayat Union Council shall have power to regulate the manner and order in which the lands in the village under the irrigation work shall be irrigated, the time at which the supply of water shall commence, the period during which the supply of water shall continue and the total quantity of water to be supplied. But the Panchayat Union Council shall so exercise its power of regulation as not to interfere with any established or customary right to preferential or proportional supply.

(4) The Panchayat Union Council shall not effect any alteration in the sluices of the irrigation work or interfere with the standard and specifications laid down in the Tank Restoration Scheme

Memoirs in respect of such work or raise, lower or extend the weirs or calingulas, or make any material alterations in or interfere with the head work, if any, of the channels.

(5) The Panchayat Union Council shall be responsible for keeping watch over the bund of the irrigation work during the rainy season.

(6) The Panchayat Union Council shall make good any damage to the sluices, weirs, calingulas, channels, headworks, bund of other works forming part of or connected with the irrigation work resulting from its misfeasance or non-feasance, the decision of the District Collector as to whether any particular item of damage was the result of any misfeasance or non-feasance on the part of the Panchayat Union Council being final.

(7) The Panchayat Union Council shall not excavate earth at any time for any purpose within thirty feet of either toe of the bund of the irrigation work.

(8) Any function in respect of a village or town irrigation work transferred to a Panchayat Union Council may, at any time, be resumed, without assigning any reason, by the Government or the authority to whom powers may be delegated under section 157 of the Madras Panchayats Act, 1958.

## NOTIFICATION No. 25.

In exercise of the powers conferred by sub-section (2) of section 85, section 126, sub-section (1) and clause (xxii) of sub-section (2) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

### RULES.

*Restrictions and control over execution of kudimaramat by Panchayat Union Councils—Levy of fees by Panchayat Union Councils.*

1. The Panchayat Union Council may levy an annual fee from all the registered holders of lands served by any irrigation work transferred to it for protection and maintenance, at such rate per acre as the Collector of the revenue district may, from time to time, determine.

The fee shall be levied at one flat rate per acre in the case of wet and dry lands irrigated from the irrigation work concerned, by direct flow, and at one half of such rate in the case of wet and dry lands irrigated from such work, by baling.

*Explanation.*—The fee shall be in addition to the wet or dry assessment and the water rate, if any, chargeable on the land.

2. The fee shall be collected by the Panchayat Union Council through the village headman or any other person belonging to the staff of the Land Revenue Department having jurisdiction over the village or any part thereof and shall be administered and expended by the Panchayat Union Council under the general or special orders of the Collector. The karnam shall furnish the demand account realting to the fee to enable the village headman to collect the amount. The village headman or any other person belonging to the staff of the Land Revenue Department shall be paid such remuneration, as may be determined by the Collector either by general or special order in this behalf under section 126 of the Madras Panchayats Act, 1958.

3. The fee shall, on demand, be payable by the registered holder or any of the joint registered holders, as the case may be, and if not paid, may be recovered from such holder or any of such holders, as if it were an arrear of land revenue.

4. The proceeds of the fee shall be constituted into a separate fund and shall be spent at the discretion of the Panchayat Union Council on the maintenance or repair of the irrigation work concerned and shall not be utilized for any other purpose.

5. Proper accounts shall be maintained by the Panchayat Union Council for the transactions relating to the fund and the accounts audited by the auditor appointed by Government under sub-section (1) of section 141 of the Madras Panchayats Act, 1958.

6. The Panchayat Union Council shall at all times allow the officers of the Public Works and Revenue Departments of the Government to inspect the irrigation work and all or any other works connected therewith.

7. The Panchayat Union Council shall at all times allow facilities to any cintractor who may be employed by the Public Works or Revenue Department of the Government to effect any repairs to the irrigation work or other works connected therewith.

NOTIFICATION No. 26.

In exercise of the powers conferred by clauses (i) and (ii) of sub-section (2) of section 111 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rule :—

RULE.

*Prescribed authority for purposes of clauses (i) and (ii) of sub-section (2) of section* 111.

The prescribed authority for purposes of sub-section (2) of section 111 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), shall be the Inspector.

# CHAPTER IV—TAXATION AND FINANCE.

## NOTIFICATION No. 27.

In exercise of the powers conferred by section 127 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras makes the following rules:—

### RULES.

*Power to write off irrecoverable taxes, fees, etc.—Restrictions and control.*

1. The power of a Panchayat Union Council under section 127 of the Madras Panchayats Act, 1958 to write off as irrecoverable any tax, fee or other amount due to it, whether under a contract or otherwise, shall be subject to the restrictions and control specified in the following rules.

2. Amounts found irrecoverable shall be reported by the bill collector or the village headman or any other person belonging to the staff of the Land Revenue Department when he is entrusted with the work of collection of taxes or fees under section 126 of the Act, with reasons therefor, which shall be verified by the Commissioner. A list of all such amounts shall be prepared once a quarter and submitted to the Panchayat Union Council at its next meeting for sanction with the reasons and recommendations of the Commissioner for writing off the same. The Commissioner shall see that the defaulter has no attachable property within the village or town and that all means of recovery have been tried and found unsucessful; before recommending the write off of the amount.

3. A register for recording all writes off shall be maintained in such form as may be specified by the Government.

4. When writes off are sanctioned by a Panchayat Union Council, the items shall be entered in the register of writes off and particulars as to the nature of the tax, fee or other amount (assessment number also, in the case of items relating to tax), amount written off and the period to which the amount relates shall be given in detail in the minutes book, or if the Panchayat Union Council prefers it reference may be given only to the serial number in the register of writes off. The total amount authorized to be written off each time shall be stated in words in either case.

5. The bills and warrants (both foil and counterfoil) for the taxes, fees or other amounts written off, shall, as soon as possible after sanction for the write off is given, stamped "written off" and necessary entries shall at the same time be made in the demand registers.

6. When any single item of tax, fee or other amount to be written off as irrecoverable exceeds Rs. 50 the sanction of the Inspector shall be obtained therefor.

NOTIFICATION No. 28.

In exercise of the powers conferred by sub-section (1) and clause (xviii) of sub-section (2) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

RULES.

*Grant of remission of revenue to lessees and contractors.*

1. All lessees of revenue from Panchayat Union Councils and all persons who have entered into contracts with Panchayat Union Councils shall be held strictly to the terms of their leases or contracts and no remissions shall be granted to them except in accordance with the provisions of rules 2 and 3.

2. The grant of remissions to lessees and contractors shall be subject to the following restrictions and control, namely :—

(*a*) remission shall be granted only in cases in which the lessee or contractor is prevented from carrying out his part of the lease or contract by reason of the occurrence of some extraordinary extrinsic cause which could not reasonably have been anticipated, for example, the compulsory closing, on account of the outbreak of an epidemic, of a market which has been leased out;

(*b*) the amount of remission granted shall not exceed the proportionate amount payable under the lease or contract for the period for which the lessee or contractor was prevented from carrying out his part of the lease or contract on account of such extraordinary cause; and

(*c*) when the amount remitted exceeds fifty rupees, the previous sanction of the Collector shall be obtained.

3. Penalties provided in the lease or contract shall be strictly enforced in accordance with the terms of the lease or contract. Penalties for late payment of the amount due to the panchayat union council under the lease or contract shall not be remitted except in cases where the payments of instalments of the amount due are, in the opinion of the Panchayat Union Council fairly regular and the whole amount due to the Panchayat Union Council under the lease or contract is paid before the end of the period to which the lease or contract relates :

Provided that when the amount remitted exceeds Rs. 50 in each case, the previous sanction of the Collector shall be obtained.

NOTIFICATION No. 29.

In exercise of the powers conferred by clause (xxii) of sub-section (2) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rule :—

RULE.

*Recovery of sums due to the Panchayat Union Council.*

All costs, damages, compensation, penalties, charges, fees (other than school fees), expenses, rents (not being rents for lands and buildings demised by the Panchayat Union Council) contributions and other sums which under the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958) or any other law or rules or by-laws made thereunder are due by any person to the Panchayat Union Council may, if there is no special provision in the said Act or the rules made thereunder for their recovery, be demanded by bill which shall be served on the person concerned and recovered in the manner provided in the rules for the collection of taxes under the said Act.

NOTIFICATION No. 30.

In exercise of the powers conferred by sub-section (2) of section 159 and sub-section (1) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

RULES.

*Maximum licence fee for machinery driven by electricity or other power.*

I. *Machinery driven by electricity.*

1. The fees which may be charged for a permission granted under section 112 of the Madras Panchayats Act, 1958, for the installation in any premises of any machinery or manufacturing plant driven by electrical power shall not exceed the maxima specified in Schedule I appended to these rules :

Provided that the fees which may be charged under this rule shall not exceed those charged for the installation of any machinery or manufacturing plant of like horse-power driven otherwise than by electricity.

2. The fees which may be charged for a licence granted or renewed under section 111 of the said Act for a period of one year for a place in which any machinery or manufacturing plant driven by electrical power is used shall not exceed the maxima specified in Schedule I appended to these rules :

Provided that where any such licence is granted or renewed for periods of less than one year, the aggregate licence fees charged

for the same place in respect of the same machinery or manufacturing plant in any year shall not exceed the fees which may be charged for a licence granted or renewed in respect thereof for a period of one year :

Provided further that the fees which may be charged under this rule shall not exceed those charged for any machinery or manufacturing plant of like horse-power driven otherwise than by electricity.

3. The maxima specified in Schedule I appended to these rules shall apply only to applications made in time; in the case of a belated application, an additional fee not exceeding 25 per cent of the maximum fee specified in that schedule may be charged.

II. *Machinery driven by power other than electricity*

4. The fees which may be charged for a permission granted under section 112 of the said Act for the installation in any premises of any machinery or manufacturing plant driven by power other than electricity, shall not exceed the maxima specified in Schedule II appended to these rules.

5. The fees which may be charged for a licence granted or renewed under section 111 of the said Act for a period of one year for a place in which any machinery or manufacturing plant driven by power other than electricity is used shall not exceed the maxima specified in Schedule II appended to these rules :

Provided that where any such licence is granted or renewed for periods of less than one year, the aggregate licence fees charged for the same place in respect of the same machinery or manufacturing plant in any year shall not exceed the fees which may be charged for a licence granted or renewed in respect thereof for a period of one year.

6. The maxima specified in Schedule II appended to these rules shall apply only to applications made in time; in the case of a belated application, an additional fee not exceeding 25 per cent of the maximum fee specified in that schedule may be charged.

III. *General.*

7. Nothing contained in these rules shall be deemed to authorize the levy of any fee for permission or licence as the case may be, in respect of machinery or manufacturing plant exempted by the rules made under section 112 of the said Act, or exempted under the notification issued under sub-section (1) of section 111 of the said Act.

## Appendix.

### *Schedule I.*

| *Horse-power of installation.* (1) | *Maximum fee chargeable.* (2) |
|---|---|
| | RS. nP. |
| Installation of rectifiers for cinema purposes irrespective of horse-power. | 1 00 |
| Other installations not exceeding one horse-power .. .. | 1 00 |
| Other installation exceeding one horse-power but not exceeding five horse-power. | 5 00 |
| Other installations exceeding five horse-power but not exceeding ten horse-power. | 15 00 |
| Other installations exceeding ten horse-power but not exceeding 20 horse-power. | 25 00 |
| Other installations exceeding 20 horse-power but not exceeding 30 horse-power. | 40 00 |
| Other installations exceeding 30 horse-power but not exceeding 40 horse-power. | 50 00 |
| Other installations exceeding 40 horse-power but not exceeding 50 horse-power. | 75 00 |
| Other installations exceeding 50 horse-power but not exceeding 100 horse-power. | 100 00 |
| Other installtions exceeding 100 horse-power but not exceeding 200 horse-power. | Rs. 100 for 100 horse-power and rupee one for every additional horse-power. |
| Other installations exceeding 200 horse-power but not exceeding 500 horse-power. | Rs. 200 for 100 horse-power and fifty naya Paise for every additional horse-power. |
| Other installations exceeding 500 horse-power .. .. .. | Rs. 350 for 500 horse-power and twenty-five naye Paise for every additional horse-power, subject to a maximum of Rs. 450. |

### *Schedule II.*

| *Horse-power of installation.* (1) | *Maximum fee chargeable.* (2) |
|---|---|
| | RS. nP. |
| Installations for domestic purposes exceeding 2 horse-power .. | 0 50 |
| Other installations not exceeding one horse-power .. .. | 1 50 |
| Other installations exceeding one but not exceeding five horse-power. | 7 50 |

APPENDIX—*cont.*

*Schedule* II—cont.

| *Horse-power of installation.* | *Maximum fee chargeable.* |
|---|---|
| (1) | (2) |
| | RS. nP. |
| Other installations exceeding five but not exceeding ten horse-power. | 22 50 |
| Other installations exceeding ten but not exceeding 20 horse-power. | 35 00 |
| Other installations exceeding 20 but not exceeding 30 horse-power. | 60 00 |
| Other installations exceeding 30 but not exceeding 40 horse-power. | 75 00 |
| Other installations exceeding 40 but not exceeding 100 horse-power. | 100 00 |
| Other installations exceeding 100 but not exceeding 200 horse-power. | Rs. 100 for 100 horse-power and rupee one for every additional horse-power. |
| Other installations exceeding 200 bot not exceeding 500 horse-power. | Rs. 200 for 200 horse - power and fifty naye Paise for every additional horse-power. |
| Other installations exceeding 500 horse-power .. .. .. | Rs. 350 for 500 horse - power and twenty-five naye Paise for every additional horse-power, subject to a maximum of Rs. 450. |

NOTIFICATION No. 31.

In exercise of the powers conferred by clause (xxxvii) of sub-section (2) of section 178 and sub-section (1) of section 179 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

RULES.

*Powers which may be exercised by the Panchayat Union Council or the Commissioner in respect of any public or private market or the user thereof.*

1. The Commissioner of a Panchayat Union Council may expel from any public market any person who or whose servant has been convicted of disobeying any by-laws at the time in force in such market, and may prevent such person from further carrying on,

by himself or his servants or agents, any trade or business in such market, or occupying any shop, stall or other place therein and may determine any lease or tenure which such person may possess in any such shop, stall or place.

2. The Panchayat Union Council may by notice require the owner, occupier, or farmer of any private market to—

(*a*) construct approaches, entrances, passages, gates, drains and cess-pits for such market and provide it with latrines of such description and in such position and number as the Panchayat Union Council may think fit;

(*b*) roof and pave the whole or any portion of it, or pave any portion of the floor with such material as will in the opinion of the Panchayat Union Council secure imperviousness and ready cleaning;

(*c*) ventilate it properly and provide it with a supply of water;

(*d*) provide passages of sufficient width between the stalls and make such alterations in the stalls, passages, shops, doors or other parts of the market as the Panchayat Union Council may direct;

(*e*) keep it in a cleanly and proper state, remove all filth and refuse therefrom and dispose of them at such place and in such manner as the Panchayat Union Council may direct; and

(*f*) make such other sanitary arrangements as the Panchayat Union Council may consider necessary.

3. If any person, after notice given to him in that behalf by the Panchayat Union Council, fails within the period and in the manner laid down in the said notice to carry out any of the work specified in rule 2, the Panchayat Union Council may suspend the licence of the said person, or may refuse to grant him a licence until such works have been completed.

4. It shall not be lawful for any person to keep open any private market during such suspension or until the licence is renewed.

5. No owner, occupier, agent or manager in charge of any private market or of any shop, stall, shed or other place therein, shall keep the same so that it is a nuisance or fail to cause anything that is a nuisance to be at once removed to a place, to be specified by the Panchayat Union Council.

6. (1) Whoever fails to comply with the terms of a notice under rule 2 or contravenes the provisions of any of the other rules specified in the first column of Schedule I below shall be punishable with fine which may extend to the amount mentioned in that behalf in the second column of the said schedule.

(2) Whoever after having been convicted of any of the offences referred to in sub-rule (1) continues to commit such offences shall be punishable, for each day after the previous date of conviction during which he continues so to offend, with fine which may extend to the amount mentioned in that behalf in the second column of Schedule II below.

### SCHEDULE I,

*Ordinary penalties.*

[*See* sub-rule (1) of rule 6.]

| *Offence.* | *Fine which may be imposed.* |
|---|---|
| (1) | (2) |
| Failure to comply with the terms of a notice under rule 2. | One hundred rupees. |
| Contravention of rule 4 .. .. .. .. .. | Fifty rupees. |
| Contravention of rule 5 .. .. .. .. .. | Twenty rupees. |

### SCHEDULE II.

*Penalties for continuing breaches.*

[*See* sub-rule (2) of rule 6.]

| *Offence.* | *Daily fine which may be imposed.* |
|---|---|
| (1) | (2) |
| Failure to comply with the terms of a notice under rule 2. | Ten rupees. |
| Contravention of rule 4 .. .. .. .. .. | Fifteen rupees. |
| Contravention of rule 5 .. .. .. .. .. | Ten rupees. |

## NOTIFICATION No. 32.

In exercise of the powers conferred by clause (xlvi) of sub-section (2) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

### RULES.

*Accounts of private markets—Maintenance, Audit and Inspection.*

1. The owners, occupiers or farmers of private markets shall issue tickets for collections made daily for use of such markets, and receipts for collections made periodically.

2. The receipts and ticket books shall be printed in Forms I and II given in the appendix.

3. The ticket books shall be printed separately for each rate of fees charged.

4. The owners, occupiers or farmers of the said markets shall keep true and complete accounts of the receipts from the markets and expenditure incurred on their maintenance and shall produce them whenever required for inspection, check or audit by the Commissioner of the Panchayat Union or such other persons as may be authorized by the Commissioner of the Panchayat Union in this behalf.

5. A register of collections and disbursements shall be maintained in Forms III and IV respectively given in the appendix. The registers, ticket and receipt books shall be checked by the Commissioner of the Panchayat Union or such other person as may be authorized by the Commissioner of the Panchayat Union not less than once every month and such remarks as are called for, recorded therein. If the accounts have been found to be kept correctly, a certificate to that effect shall be recorded in the said registers.

6. A statement showing the receipts and charges relating to the markets for the previous year (or for the period of full twelve months preceding the date of application for licence) shall accompany every application or renewal of licence to keep open the market. The Commissioner of the Panchayat Union shall, before renewing the licence, check the statement referred to above with the books of the owner, occupier or farmer of the markets.

7. The Panchayat Union may refuse to renew the licence, if any, of the requirements of rule 4, 5 or 6 are not complied with.

## APPENDIX.

### FORM I.

(*See* rule 2.)

COUNTERFOIL

........................Market.

Rent for room/stall No.............

for.............19 .

Rs. nP.

Received on 19

Bill Collector.

OUTERFOIL.

Received from Sri................

the sum Rs................

being rent for room/stall

No. in the

..............market for.......

19 .

Rs. nP.

Received on .................

Bill Collector

### FORM II.

(*See* rule 2.)

| COUNTERFOIL. | | OUTERFOIL. |
|---|---|---|
| Serial No. | Ticket. | Ticket, |
| ........................ | Market. | Serial No. |
| per day. | | ...............Market. |
| (Here enter rate) | | (Here enter rate). |

### FORM III.

*Register of Collections.*

(*See* rule 5.)

| | | Collections by Tickets. | | | | | | | Other Receipts. | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Stock on hand. | | Issues. | | | Balance. | | Rents. | | Miscellaneous. | | | |
| Date. | Value. | Serial numbers from to | Number. | Serial numbers from to | Numbers. | Amount collected. | Serial numbers from to | Number. | Number of receipt. | Amount. | Receipt number. | Amount. | Total collection for each day. | Remarks. |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) | (9) | (10) | (11) | (12) | (13) | (14) | (15) |

### FORM IV.

*Register of Disbursement.*

(*See* rule 5.)

| Date. | Particulars of expenditure. | Amount. | Remarks. |
|---|---|---|---|

### NOTIFICATION No. 33.

In exercise of the powers conferred by clause (xii) of sub-section (2) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

### RULES.

*Limitation of time for appeals.*

Save as otherwise expressly provided in the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), or in the rules made thereunder every appeal under that Act or any such rule shall, subject to the provisions of section 5 of the Indian Limitation Act, 1908 (Central Act IX of 1908), be presented to the Collector—

(*a*) where the appeal is against an order granting a licence or permission, within thirty days after the date of publication of the order on the notice board of the Panchayat Union Council; and

(*b*) in other cases, within thirty days after the date of receipt of the order or proceeding against which the appeal is prescribed.

NOTIFICATION No. 34.

In exercise of the powers conferred by section 112 and sub-section (1) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

RULES.

*Installation of machinery—Exemption from permission.*

The following machinery shall be exempt from the provisions of section 112 of the Madras Panchayats Act, 1958, namely :—

(1) Electrical appliances intended to be used for purely domestic or personal purposes or comfort and electrical machinery intended to be used for purely domestic or personal purposes or ..

(2) non-electrical appliances not exceeding two horse-power intended to be used for such purposes or comfort;
comfort and non-electrical machinery not exceeding two horse-power intended to be used for such purposes or comfort;

(3) electrical installations including motors used for *bona fide* agricultural purposes; and

(4) non-electrical installations not exceeding two horse-power which are installed in connexion with agricultural purposes.

NOTIFICATION No. 35.

In exercise of the powers conferred by sub-section (3) of section 159 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rule :—

RULE.

*Time-limit for communication of orders on applications for licences and permissions.*

In cases where any outside authority, such as the District Health Officer or the Inspector of Factories or any other officer has to be consulted before passing orders on an application for any licence or permission or renewal thereof, made under the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), or any rule, by-law or regulation made thereunder, orders in respect of such application shall be communicated to the applicant within sixty days after the receipt of the application by the Commissioner of the Panchayat Union Council,

## CHAPTER V—BUDGET, ADMINISTRATION REPORT AND AUDIT.

### NOTIFICATION No. 36.

In exercise of the powers conferred by clause (xvii) of sub-section (2) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

### RULES.

*Powers of Auditors, Inspecting and Superintending Officers, etc.*

1. All persons authorized by the Madras Panchayats Act, 1958, or the rules made thereunder to conduct inquiries and all auditors, inspecting and superintending officers, appointed under the said Act, holding any inquiries into matters falling within the scope of their duties shall have for the purpose of holding such inquiries powers—

(i) to summon any person resident within the district whose evidence may appear to them to be necessary for the investigation of any matter under inquiry and also to require the production of any document relevant to the matter under inquiry which may be in the possession or under the control of such person; and

(ii) to grant to any such person such allowance as is admissible to a witness summoned by a civil court and to pass orders as to the person by whom or the fund out of which allowance shall be paid.

2. Such summons shall be in writing and authenticated by the signature and the seal, if any, of the officer by whom it is issued.

It shall require the person summoned to appear before the said officer at a stated time and place and shall specify whether his attendance is required for the purpose of giving evidence or to produce a document, or for both purposes; and any particular document, the production of which is required shall be described in the summons with convenient certainty.

3. The summons shall be served personally on the person summoned, or, if he cannot be found, it may be left for him with some adult members of his family residing with him, or with the head of the revenue village in which he lives.

4. Any person may be summoned to produce a document without being summoned to give evidence; and any person summoned merely to produce a document shall be deemed to have complied with the summons if he causes such document to be produced, instead of attending personally to produce the same.

5. When the person whose evidence may be required is unable from sickness or infirmity to attend before the officer issuing the summons, or is a person whom by reason of rank or sex it may not be proper to summon, the officer issuing the summons, may, of his own motion or on the application of the party whose evidence is desired, dispense with the appearance of such person, and order him to be examined by a subordinate deputed by such officer for the purpose.

6. Any person who fails to obey a summons issued under these rules shall be punishable with fine which may extend to one hundred rupees.

7. Nothing contained in these rules shall apply to cases for which provision has otherwise been made by or under the Madras Panchayats Act, 1958.

## CHAPTER VI—CONTROL AND SUPERVISION.

### NOTIFICATION No. 37.

In exercise of the powers conferred by section 148 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rule :—

### Rule.

*Control of the emergency powers of Inspector and Collector.*

Every case in which the powers conferred by section 148 of the Madras Panchayats Act, 1958, are exercised shall—

(i) in case such powers are exercised by the Inspector, be forthwith reported by him to the Government, and

(ii) in case such powers are exercised by the Collector, be forthwith reported by him to the Inspector,

with the reasons in full for the exercise of such powers and a copy of the report shall, at the same time, be sent to the Panchayat Union Council for informtion.

### NOTIFICATION No. 38.

In exercise of the powers conferred by sub-section (1) of section 162 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

### Rules.

*Restrictions and control on powers of entry and inspection.*

1. For the purposes of clause (*a*) of sub-section (1) of section 162—

(*a*) no entry shall be made by the Commissioner or any person authorized by him between sunset and sunrise;

(b) no dwelling house, and no part of a public building used as a dwelling place, shall be entered into by the Commissioner or any person authorized by him without the consent of the occupier thereof, unless the said occupier has received at least six hours' previous notice of the intention to make such entry;

(c) sufficient notice shall be given by the Commissioner or any person authorized by him, in every case [even when any premises may otherwise be entered without notice under rule 2 (b)], to enable the inmates of any apartment appropriated to women to move to some part of the premises where their privacy may be preserved;

(d) due regard shall be paid by the Commissioner or any person authorized by him, so far as may be compatible with the exigencies of the purpose of the entry, to the social and religious usages of the occupants of the premises.

2. For the purposes of clause (b) of sub-section (1) of section 162—

(a) the Commissioner or any person authorized by him may enter any premises between sunrise and sunset, and also between sunset and sunrise, if it is open to the public, or any industry is being carried on in it, at the time;

(b) if there is reason to believe that any premises is being used for any of the purposes mentioned below without a licence or permission, where the same is required by or under the Act or anything is being done in such premises otherwise than in conformity with the conditions of such licence or permission, the Commissioner or any person authorized by him may at any time by day or night without notice enter such premises for the purpose of satisfying himself whether any provision of law, rules, by-laws or regulations, any condition of a licence or permission or any lawful direction or prohibition is being contravened :—

(i) Tanning hides or skins;

(ii) manufacturing gunpowder or fireworks;

(iii) brewing beer, manufacturing arrack or other spirit containing alcohol (whether denatured or not) by distillation; and

(iv) storing any explosive or combustible materials.

## NOTIFICATION No. 39.

In exercise of the powers conferred by section 164 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

### RULES.

*Information that may be called for from village officers.*

The Commissioner of a panchayat union may, by an order in writing, require the headman or karnam or both of any revenue village comprised within the jurisdiction of the panchayat union

council to furnish him with information on any matter falling within the following categories in respect of such village or any part thereof or any person or property therein :—

(1) Particulars of survey number, subdivision, classification, description such as whether the land is dry or wet, extent, assessment and name of the registered holder or occupier or any land within the limits of the panchayat union, available in the village records.

(2) Any other particulars available in the registers and accounts maintained by village officers for the administration of the panchayat union :

Provided that the information on a matter falling under category (2) shall be called for through the Tahsildar of the taluk concerned.

NOTIFICATION No. 40.

In exercise of the powers conferred by clause (xxv) of sub-section (2) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

RULES.

*Power of Commissioner to call for information on any matter, etc.*

1. The Commissioner of a panchayat union may summon any person to attend before him and to give evidence or produce documents, as the case may be, in respect of any question relating to taxation, or inspection, or to the grant of any licence or permission under the provisions of the Madras Panchayats Act, 1958.

2. Whoever fails to obey the summons issued by the Commissioner under rule 1 shall be punishable with fine which may extend to ten rupees.

NOTIFICATION No. 41.

In exercise of the powers conferred by clause (xxvi) of sub-section (2) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

RULES.

*Use of facsimiles of signatures of the Commissioner and officers of Panchayat Union Councils.*

1. Every licence, permission, notice, bill, schedule, summons or other document which is required by the Madras Panchayats Act, 1958, or by any rule, by-law or regulation made under it to

bear the signature of the Commissioner or of any officer of a panchayat union council shall be deemed to be properly signed if it bears a fascimile of the signature of the Commissioner or of such officer, as the case may be.

2. Nothing in rule 1 shall be deemed to apply to a cheque drawn upon a panchayat union fund or to any deed of contract entered into by panchayat union council.

NOTIFICATION No. 42.

In exercise of the powers conferred by sub-sections (1) and (3) of section 180 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

RULES.

*Framing of by-laws by Panchayat Union Councils.*

1. The panchayat union council shall, before making or altering by-laws, publish a draft of the proposed by-laws or alterations, together with a notice specifying a date on or after which such draft will be taken into consideration and shall, before making the by-laws or alterations, receive and consider any objection or suggestion which may be made in respect of such draft by any person interested therein before the date so specified.

The notice under this rule shall be published in the manner laid down in rule 3 and the period specified for the receipt of objections or suggestions shall not be less than thirty days.

2. No by-law or cancellation or alteration made by a panchayat union council shall have effect, until the same has been approved and confirmed by the Regional Inspector concerned in the case of by-laws other than those relating to water-supply and drainage works and by the Sanitary Engineer in the case of by-laws relating to water-supply and drainage works.

3. Any by-law or cancellation or alteration of a by-law when it has been duly confirmed shall if it is not in Tamil be translated into Tamil and deposited in the office of the panchayat union council and a copy thereof shall also be exhibited on the notice board of the said office and at such places as the panchayat union council may direct. A public proclamation shall also be made throughout the area of the jurisdiction of the panchayat union council by beat of drum or otherwise that such copy has been so exhibited and that the original is open to inspection at the office of the panchayat union council.

4. Any by-law or cancellation or alteration of a by-law shall come into operation on the expiry of three months from the date on which it was deposited in the office of the panchayat union council.

NOTIFICATION No. 43.

In exercise of the powers conferred by clause (xlii) of sub-section (2) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

RULES.

*Classification of public roads, fairs and festivals.*

1. The classification of public roads, and fairs and festivals in any panchayat area as appertaining to the Panchayat Union Council or the panchayat shall be ordered by the Inspector in consultation with—

(i) the Collector and the Chief Engineer (Highways) in the case of public roads; and

(ii) the Director of Public Health in the case of fairs and festivals.

2. Before any classification is ordered under rule 1, the Panchayat Union Council and the panchayat concerned shall be given a reasonable opportunity of expressing their opinion.

3. The Government shall have power to revise, in consultation with the District Development Council concerned, any classification ordered by the Inspector under rule 1.

## CHAPTER VII—PUBLIC WORKS AND MISCELLANEOUS.

NOTIFICATION No. 44.

In exercise of the powers conferred by cluase (xix) of sub-section (2) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

RULES.

*Supply to Panchayat Union Councils of materials, goods, etc.*

1. In respect of supplies of materials, goods or services other than those for the execution of works, the panchayat union council may determine up to what limit of cost not exceeding Rs. 400 tenders may be dispensed with. When tenders are invited they shall be tabulated and scrutinized by the Commissioner and then placed before the panchayat union council with the recommendations of the Commissioner for orders.

2. The lowest tender shall ordinarily be accepted. When it is considered undesirable to accept the lowest tender, the reasons therefor shall be clearly recorded and made available for purposes of audit.

NOTE.—Where a tender is in respect of more than one article, for example, stationery articles, the comparative prices can be considered either individually

for each article or conjointly for all the articles or for specified groups of articles, as long as the lowest tender is accepted ; (provided that the intention of the panchayat union council to select the lowest tender, in any of these ways is made clear in the tender notice. If the tender is considered conjointly for all the articles or for groups of articles, the cost of the probable requirements in respect of all the atricles or of all the articles in each group, as the case may be, shall be worked out with reference to the rates given in each tender and the lower tender will be that according to which the total cost of the probable requirements of all the articles proposed to be taken together works out to be the least.

3. Where the capacity for supply and the integrity of a tenderer are not known, his tender need not necessarily be rejected; such additional security as the panchayat union council considers necessary shall, however, be taken from the tenderer, if the circumstances warrant such a course.

4. Where the lowest tender is rejected, the next higher tender shall be accepted unless adequate grounds can be recorded for rejecting that tender also.

5. In no case shall a tender be accepted at rates other than those specified in that tender.

6. There shall be no avoidable delay in the disposal of tenders after they are opened.

7. (1) Tenders (which shall be in sealed covers) shall be invited by the Commissioner in the most open and public manner possible—

(*a*) in all the cases by a notice in Tamil posted at the office of the panchayat union council and at such other places as the Commissioner may deem fit;

(*b*) when the anticipated cost exceeds Rs. 500 by advertisement in at least one newspaper circulating in the district.

(2) Every notice or advertisement published under sub-rule (1) shall state *inter alia*—

(*a*) the conditions under which, the officer from whom, and the price, if any, for which a copy of the schedule of quantities of the various kinds of articles can be obtained if these cannot be mentioned in detail in the notice or advertisement itself;

(*b*) the precise form in which the tender shall be made, that is, whether prices for the various articles are to be quoted and whether the comparative value of the tender will be examined with reference to each article mentioned in the schedule of quantities or for all such articles conjointly or for groups of such articles;

(*c*) when and where tenders are to be submitted, allowing a period of at least ten days from the date of publication of the notice at the office of the panchayat union council, or, in cases falling under clause (*b*) of sub-rule (1) of the first advertisement in a newspaper;

(*d*) when and where the tenders are to be opened;

(*e*) the amount of earnest money which should accompany, the tender and the amount and nature of the security which will be required in case the tender is accepted;

(*f*) the authority competent to accept the tender;

(*g*) that the authority competent to accept the tender reserves the right to reject any or all of the tenders received, without assigning reasons; and

(*h*) that a tenderer who withdraws his tender without valid reasons (to be decided by the authority competent to accept the tender) shall be liable to have his subsequent tenders summarily rejected.

8. Nothing contained in these rules shall apply to the purchase of—

(i) stores purchased through the Indian Stores Department;

(ii) articles from the metal and timber works and factories started by the Government for the resettlement of ex-servicemen;

(iii) bulls for conservancy and other purposes;

(iv) controlled articles at controlled rates through a permit issued on the orders of Government or their agents; and

(v) petrol from standard firms for its distribution and supply or from their authorized agents at the rates for the time being in force.

9. Notwithstanding anything contained in the foregoing rules, the Regional Inspector may, for sufficient reason, permit the panchayat union council to dispense with tenders in any particular case or class of cases, or condone the non-observance of any of the provisions contained in the said rules.

NOTIFICATION No. 45

In exercise of the powers conferred by section 167 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rule :—

# RULES.

## *Composition of Offences.*

The offences punishable under the sections of the Madras Panchayats Act, 1958, specified in the first column of the schedule below shall be compoundable, or compoundable with the permission of the Court before which any prosecution for such offence is pending, as mentioned in the fourth column thereof :—

*Schedule.*

| *Section and sub-section or clause.* | *Offence.* | *Punishment under the Act.* | *Whether compoundable or compoundable with permission of the Court.* |
|---|---|---|---|
| (1) | (2) | (3) | (4) |
| 82 (1) (*a*) | Unlawful building of wall or erecting of fence, etc., in or over public road. | One hundred rupees. | Compoundable. |
| 82 (1) (*c*) | Unlawful quarrying in any place near public road, etc. | Fifty rupees. | Do. |
| 82 (1) (*d*) .. | Unlawful erection of building over drain. | Two hundred rupees. | Compoundable with permission of the Court before which any prosecution for such offence is pending. |
| 82 (1) (*e*) .. | Planting of trees without permission on any public road or other property vested in a panchayat union council. | Two hundred rupees. | Compoundable. |
| 100 (1) .. .. | Opening a new private market or continuing to keep open a private market without licence or contrary to licence. | Five hundred rupees. | Do. |
| 100 (3) .. .. | Levy of fees in private market without a certificate. | One hundred rupees. | Do. |
| 102 .. .. | Sale or exposure for sale in public or private market of any animal or article without permission. | Twenty rupees. | Do. |
| 103 .. .. | Sale, etc., of articles in public roads or places after prohibition or without licence or contrary to regulations. | Ten rupees. | Compoundable with permission of the Court before which any prosecution for such offence is pending. |
| 109 (*a*) .. .. | Slaughtering, cutting up or skinning, etc., of animals outside public slaughter-houses in contravention of rules. | Two hundred rupees. | Do. |

| Section and sub-section or clause. | Offence. | Punishment under the Act. | Whether compoundable or compoundable with permission of the Court. |
|---|---|---|---|
| (1) | (2) | (3) | (4) |
| 109 (b) .. .. | Slaughtering animals for purposes of sale without licence or contrary to licence. | Twenty rupees. | Compoundable with permission of the Court before which any prosecution for such offence is pending. |
| 110 (2) .. .. | Unlawful destruction, etc., of number assigned to buildings. | Five rupees. | Do. |
| 110 (3) .. .. | Failure to replace number when required to do so. | Twenty rupees. | Compoundable. |
| 111 .. .. | Using a place for an offensive or dangerous trade without licence or contrary to licence. | One hundred rupees. | Do. |

NOTIFICATION No. 46.

In exercise of the powers conferred by sub-section (1) of section 178 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby makes the following rules :—

## RULES.

*Appointment of counsel and payment of fees in certain cases.*

When the Government and a panchayat union council are both parties in a civil case in which the correctness of the survey of lands vested in the panchayat union council is in question and the interests of both are identical, the panchayat union council shall engage on its behalf only the counsel appointed by the Collector, on behalf of the Government. In such cases, the fee payable to the counsel shall be borne by the Government and the panchayat union council in the proportion of two-thirds and one third respectively.

2. In civil cases other than those mentioned in rule 1, where the Government and a panchayat union council are both parties and their pleadings are similar, the panchayat union council shall engage on its behalf only the counsel appointed on behalf of the Government. In such cases, the fee payable to the counsel and other incidental charges and any expenses incurred after the proceedings on behalf of the Government and the panchayat union council became joint and in furtherance of such joint proceedings, shall be borne by the Government and the panchayat union council in equal shares.

3. These rules shall not apply to appeals filed by panchayat union councils against the decisions of civil courts.

[*Vide* G.O. No 1677, L.A., dated 8th October 1960.]

## Rules.

### *Election of Chairmen and Vice-Chairmen of Panchayat Union Councils.*

1. These rules may be called the Madras Panchayat Union Councils (Election of Chairmen and Vice-Chairmen) Rules, 1960.

2. The election of the Chairman or Vice-Chairmen shall be held in the office of the panchayat union by the members of the panchayat union council at a meeting specially convened for the purpose.

3. (1) The meeting for the election of the chairman of a panchayat union council shall be convened as soon as possible after the occurrence of the vacancy—

(*a*) in the case where a panchayat union council is newly constituted, or the election is to fill an ordinary vacancy, by the Revenue Divisional Officer; and

(*b*) in all other cases, by the vice-chairman, and if there is either a vacancy in the office of the vice-chairman or he has been continuously absent from jurisdiction for more than fifteen days, or is incapacitated, by the Revenue Divisional Officer.

(2) The meeting for the election of vice-chairman of a panchayat union council shall be convened as soon as possible after the occurrence of the vacancy, by the chairman.

(3) Notice of the day and hour of the meeting shall be given atleast seven clear days previous to the date of the meeting.

4. (1) The meeting for the election of the chairman of a panchayat union council shall be presided over—

(i) in the case where a panchayat union council is newly constituted, or the election is to fill an ordinary vacancy, by the Revenue Divisional Officer;

(ii) in all other cases, by the vice-chairman and if there is either a vacancy in the office of the vice-chairman or he has been continuously absent from jurisdiction for more than fifteen days or is incapacitated, by the Revenue Divisional Officer: and

(iii) if the vice-chairman himself intends to stand as a candidate at the election or in his absence by a member not intending to stand as a candidate at the election chosen by the members present at the meeting to preside for the occasion.

(2) The meeting for the election of the vice-chairman shall be presided over by the chairman or in his absence by a member not intending to stand as a candidate at the election chosen by the members present at the meeting to preside for the occasion.

(3) In these rules, the term "president of the meeting" shall mean the Revenue Divisional Officer, chairman, vice-chairman or the member presiding at the meeting for the election of the chairman or vice-chairman as the case may be, under these rules.

5. Every candidate for election as chairman or vice-chairman must be nominated in writing and the nomination paper must be signed by two of the members of the panchayat union council as proposer and seconder. The proposer shall, when proposing the name of any candidate, deliver to the president of the meeting a declaration in writing expressing the candidate's willingness to be elected as chairman or vice-chairman as the case may be, signed by the candidate and by the proposer and the seconder.

6. The names of all the candidates who have been proposed and seconded shall be read out by the president of the meeting to the members present at the meeting.

7. If there is only one candidate duly nominated to the office of chairman or vice-chairman of the panchayat union council, there shall be no ballot and the candidate shall be declared to have been duly elected as chairman or vice-chairman as the case may be.

8. If the number of candidates is more than one, the votes of the members present at the meeting shall be taken by ballot in the manner laid down in the following rules.

9. The president of the meeting shall provide in the place where the meeting is held a voting compartment in which the members can record their votes screened from observation. The president of the meeting shall also place a ballot box for the receipt of ballot papers in the view of the president of the meeting and the members. The ballot box shall be so constructed that the ballot papers can be introduced therein but cannot be withdrawn therefrom without the box being unlocked or opened.

10. The president of the meeting shall, immediately before the votes are taken, show the ballot box empty to such members as may be present so that they may see that it is empty and shall then lock it up, and place a seal upon it in such a manner as to prevent its being opened without breaking such seal.

11. Every member wishing to vote shall be supplied with a ballot paper on which the names of all the candidates shall be legibly written in the following form in English and in Tamil :

*Ballot Paper.*

.... ....................Panchayat Union Council.

Names of candidates duly nominated for election as chairman or vice-chairman of the panchayat union council,

A.

B.

C.

D.

*President of the meeting.*

The ballot paper shall be signed by the president of the meeting before being handed over to the member.

12. The member shall, on receiving the ballot paper proceed to the voting compartment for the purpose of recording his vote and put a cross mark on the ballot paper against the name of the candidate for whom he wishes to vote. He shall, before quitting the voting compartment, fold up the ballot paper so as to conceal the mark and put the ballot paper so folded up into the ballot box in the presence of the president of the meeting.

13. The president of the meeting shall cause such arrangements to be made as will ensure the secrecy of the ballot and prevent the members who have already voted from having access to the members who are yet to vote. The use of different forms of ballot paper shall amount to a violation of the secrecy of the ballot.

14. (1) If, owing to illiteracy or blindness or other physical infirmity, a member is unable to read the ballot paper and make a mark thereon, and applies for assistance in doing so, the president of the meeting shall record the vote in the ballot paper in accordance with the wishes of the member and fold it up so as to conceal the vote.

(2) The member shall then himself or with the assistance of the president of the meeting insert the ballot paper into the ballot box.

(3) While acting under this rule the president of the meeting shall observe as much secrecy as is feasible and shall keep a brief record of each such instance but shall not indicate therein the manner in which any vote has been given.

15. After the voting by members is over, the president of the meeting shall open the ballot box in the presence of the members present, take out the ballot papers therefrom and record the number of votes obtained by each candidate in a statement.

16. A ballot paper shall be invalid on which—

(a) there is no cross mark; or

(b) a cross mark is set opposite the name of more than one candidate or is so placed as to render it doubtful to which candidate it is intended to apply; or

(c) a cross mark and some other mark are set opposite the name of the same candidate; or

(d) any mark is made by which the member may afterwards be identified.

17. (1) If the number of candidates is two, the candidate who obtains the largest number of votes shall be declared to have been duly elected. If there be an equality of votes between the two candidates and the addition of one vote to any one of such candidates will entitle him to be declared duly elected, the president of the meeting shall decide by drawing lots in the presence of the members to which one of such candidates such additional vote shall be deemed to have been given,

(2) If the number of candidates is three and if any one of them secures more than one-half of the number of votes, he shall be declared to have been duly elected. If none of them secures more than one-half of the number of votes, the candidate who obtains the smallest number of votes shall be eliminated and a second ballot taken. If there is an equality of votes among all the candidates, the president of the meeting shall ascertain by casting lots in the presence of the members present which of such candidates shall be eliminated. The second ballot shall be conducted and the result declared in accordance with the provisions of the said sub-rule (1).

(3) If the number of candidates is more than three and if any of the candidates secures more than one-half of the number of votes, he shall be declared to have been duly elected. If none of the candidates secures more than one-half of the number of votes the first candidate who secures the largest number of votes and the second candidate who secures the next largest number shall be retained and the others eliminated and a second ballot taken. In the event of there being an equality of votes between more than one candidate affecting the determination of which one of them secures the second largest number of votes, the president of the meeting shall draw lots in the presence of the members present and the candidate whose name is first drawn shall be deemed to have secured the second largest number of votes. The second ballot shall be conducted and the results declared in accordance with the provisions of the said sub-rule (1).

18. Immediately after the meeting, the president of the meeting shall—

(a) Prepare a record of the proceedings of the meeting and sign it, attesting with his initials every correction made therein; and also permit any member present at the meeting to affix his signature to such record, if he expresses his desire to do so;

(b) send a report of the result of the election to the Inspector and to such other officer or authority as may be specified by the Government by general or special order; and

(c) publish on the notice board of the office of the panchayat union a notification signed by him stating the name of the person elected as chairman/vice-chairman and also publish the notification in such manner as may be specified by the Government by general or special order.

19. (1) The president of the meeting shall then, make up the ballot papers into a separate packet, seal up the packet and note thereon a description of its contents, the election to which it relates and the date thereof.

(2) These packets shall not be opened and their contents shall not be inspected or produced except under the orders of an election or other competent court.

(3) The packets shall be retained in safe custody in the office of the panchayat union for a year and shall then, unless otherwise directed by the orders of a competent court, be destroyed.

(Vide G.O, Ms. No. 1611, L.A., dated 27th September, 1960.)

## CONTINUANCE OF THE RULES ISSUED UNDER MADRAS VILLAGE PANCHAYATS ACT, 1950.

The Madras Panchayats Act, 1958 came into force on 1st January 1960 throughout the State except the areas transferred from the former Travancore-Cochin State and the areas transferred from Andhra Pradesh State. Section 13 of the Act provides that the Madras Village Panchayats Act, 1950, will stand repealed only from the date on which the Panchayat Union Councils come into existence. According to the programme of implementation of the 1958 Act, Panchayat Union Councils will come into existence in the State according to a phased programme in three batches, the first batch from 2nd October 1960, the second batch from 13th April 1961 and the third from 2nd October, 1961, the target date specified in the Act. Thus till 2nd October 1961 both the Madras Village Panchayats Act, 1950 and the Madras Panchayats Act, 1958 will continue to be in force in the State.

2. Rules have been issued in as many as 106 subjects under the Madras Village Panchayats Act, 1950. These rules have been compiled in the form of a Manual. Under section 18 of the Madras General clauses Act, 1891, all these rules, as far as they are consistent with the provisions of the Madras Panchayats Act, 1958, should be deemed to have been made under it. Consequently the rules issued under the 1950 Act will continue to be in force even after the commencement of the 1958 Act notwithstanding the repeal of the 1950 Act by section 13 of the 1958 Act so far as they apply to Panchayats.

(Vide G.O. Ms. No 1720, L.A., dated 15th October 1960.)

# PROGRAMME AND IMPLEMENTATION OF MADRAS DISTRICT DEVELOPMENT COUNCILS ACT, 1958, AND MADRAS PANCHAYATS ACT, 1958.

1. The Government have settled the programme of implementation of the Madras District Development Councils Act, 1958, and the Madras Panchayats Act, 1958.

2. The Madras District Development Councils Act, 1958, has to be given effect to as the first among the preparatory measures preceding the implementation of the Madras Panchayats Act, 1958. The Government have decided to bring the Madras District Development Councils Act into force from 1st December 1959.

3. The expansion of rural developmental activities has reached a stage at which the need has arisen for constituting areas smaller in extent than the revenue district immediately for purpose of rural development. The act provides for representation of every municipal town and every block in the district, including blocks in which the National Extension Service Scheme has not yet been introduced. Further the Council will include all the Members of the State and the Central Legislature of the district together with the Gazetted Officers of the Government connected with planning and development. If a District Development Council is constituted on this basis for a whole revenue district, it will have unduly large and unwieldy body. It is, therefore, necessary that a compact local area within a revenue district has to be delimited as a Development district for the purpose of the Act. The City of Madras is unaffected by the Act. The three revenue districts of Chingleput, Kanyakumari and Nilgiris are declared to be Development districts under the Act. The remaining nine districts have been delimited into eighteen Development districts at the rate of two for every revenue district. The twenty-one Development districts are as follows :—

1. Chingleput.
2. Kanyakumari.
3. Nilgiris.
4. North Vellore.
5. South Vellore.
6. North Cuddalore.
7. South Cuddalore.
8. East Coimbatore.
9. West Coimbatore.
10. North Madurai.
11. South Madurai.

12. East Ramanathapuram.
13. West Ramanathapuram.
14. North Salem.
15. South Salem.
16. East Thanjavur.
17. West Thanjavur.
18. North Tiruchirappalli.
19. South Tiruchirappalli.
20. North Tirunelveli.
21. South Tirunelveli.

The division of the revenue district into Development districts will have effect only in relation to the working of development schemes in the district. The revenue district will continue to be the territorial unit for purposes of land revenue and general administration as at present. The headquarters of the revenue district will be the common headquarters of both the District Development Councils.

4. Under section 4 (1) (*c*) of the Act, all Chairman of Panchayat Union Councils in the district will be members of District Development Councils. Until Panchayat Union Councils are established the Act provides that a person chosen by the Presidents of Panchayats in a local area shall be a member of the District Development Council. As Panchayat Unions have not yet been constituted, one representative for every development block will be chosen by the Presidents of Panchayats in that block.

5. Under section 4 (3) (*b*) of the Act, a Member of Parliament and a member of the State Legislature chosen to represent a constituency which consists of, or comprises or which relates to a district or any portion thereof other than a district in which he has his residence should intimate his decision as to the district in which he desires to serve as a member of the District Development Council to the District Collector concerned within a prescribed period.

6. The Government have fixed 1st January 1960 as the statutory date on which District Development Councils should be formally brought into existence.

7. The Government have decided that the Madras Panchayats Act, 1958, should be brought into force in all the areas of the State except the transferred territory (Kanyakumari district and Shencottah taluk of Tirunelveli district) with effect from 1st January 1960.

8. The implementation of the Madras Panchayats Act, 1958, involves three main administrative operations which may be distinguished from one another as (i) completion of Panchayat Coverage; (ii) Panchayats Union Constitution; and (iii) Rural Development Devolution.

9. The first operation, namely, " completion of panchayat coverage " will commence on 1st January 1960 in all blocks and will be completed on or before the 31st December 1960. With the completion of this operation all the rural areas of the State will be covered with Panchayats.

10. The administrative operation referred to as " Panchayat Union Constitution " begins when a preliminary notification is published by Government under sub-section (1) of section 7 of the Act, specifying the blocks where Panchayat Unions are proposed to be constituted. An intermediate stage of this operation is reached when statutory objections, if any, are heard and the territorial limits of the notified blocks are finalised by an intermediate notification under sub-section (3) of section 7 of the Act. The Block then acquires statutory status as a " Panchayat Development Block ". Thereafter, the members of " Panchayat Union Councils " are to be chosen, including co-opted members, wherever necessary.

11. It is proposed to divide all the Development Blocks in the State delimited under the National Extension Service Scheme of Community Development into three batches so that a phased programme of constitution of Panchayat Unions can be put through within the time-limit, namely, 2nd October 1961, specified under the Act.

12. The first batch will comprise 75 select blocks which are a little over one-third of the total number of blocks where the National Extension Service Scheme has already been introduced.

The second batch will comprise all other blocks where the National Extension Service Scheme has already been introduced.

The third batch will comprise all the other blocks in the State. (i.e., Blocks where the National Extension Service Scheme has not yet been introduced.)

13. The calendar of dates for the publication of the preliminary notification under section 7 (1), intermediate notification under section 7 (3) and final notification under section 11 (1) of the Madras Panchayats Act, 1958, of each of the three batches has been fixed as follows :—

| *Blocks.* | *Date of preliminary notification under section 7 (1) of the Act.* | *Date of intermediate notification under section 7 (3) of the Act.* | *Date of final notification under section 11 (1) of the Act.* |
|---|---|---|---|
| (1) | (2) | (3) | (4) |
| First Batch Blocks. | 1st January 1960. | 14th April 1960. | 2nd October 1960 |
| Second Batch Blocks. | 1st July 1960. | 2nd October 1960. | 14th April 1961. |
| Third Batch Blocks. | 14th April 1961. | 1st July 1961. | 2nd October 1961. |

14. It is necessary that the Panchayats should be actively associated with all the measures taken to implement the new Panchayats Act, and bring Panchayat Unions into existence in accordance with the phased programme.

Government have, therefore, decided that the committees already constituted under the National Extension Service Scheme should be enlarged to include all the Panchayat Presidents of the Block. Similar committees will also be constituted in all the other Blocks in which the National Extension Service Scheme has not yet been introduced.

15. The functions of these Block Advisory Committees will be as follows :—

(i) All functions at present performed by the Block Advisory Committees under the National Extension Service Scheme of Community Development.

(ii) Advising the panchayats in the block as well as all the official agencies concerned, in respect of the implementation of the Madras Panchayats Act, 1958.

(Vide G.O. Ms. No. 2013, dated 28th November 1959.)

FIRST BATCH OF 75 PANCHAYAT UNIONS.

(These were inaugurated on 2nd October 1960.)

| *Serial number.* | *Name of Panchayat Union.* | *Name of Firkas in the Union.* |
|---|---|---|
| (1) | (2) | (3) |
| | *North Tiruchirappalli Development district.* | |
| 1 | Thottiam .. .. .. | Thottiam.<br>Part of Musiri. |
| 2 | Musiri .. .. .. .. | Part of Musiri.<br>Pulivalam. |
| 3 | Lalgudi .. .. .. | Part of Lalgudi. |
| 4 | Veppanthattai .. .. .. | Veng-lam.<br>Vallikondapuram. |
| | *South Tiruchirappalli Development district.* | |
| 5 | K. Paramathy .. .. | Chinnatharapuram.<br>Paramathi. |
| 6 | Kulittalai .. .. .. | Kulittalai.<br>Thogaimalai. |
| 7 | Tiruvarangulam .. .. | Alangudi.<br>Pudukkottai.<br>Vallanad.<br>Varappur. |

| Serial number. (1) | Name of panchayat union. (2) | Name of firkas in the Union. (3) |
|---|---|---|
| | *North Tirunelveli Development district.* | |
| 8 | Tuticorin .. .. .. | Tuticorin. |
| 9 | Koilpatti .. .. .. | Koilpatti. |
| 10 | Sankarankoil .. .. .. | Sankarankoil. |
| 11 | Kuruvikulam .. .. .. | Pazhamkottai.<br>Thiruvengadam. |
| | *South Tirunelveli Development district.* | |
| 12 | Cheranmahadevi .. .. | Part of Melaseval.<br>Part of Cheranmahadevi.<br>Part of Ambasamudram. |
| 13 | Pappakudi .. .. .. | Part of Ambasamudram.<br>Part of Cheranmahadevi.<br>Pappakudi. |
| 14 | Manoor .. .. .. | Madavakurichi.<br>Gangaikondan.<br>Tirunelveli. |
| | *North Cuddalore Development district.* | |
| 15 | Melmalayanur .. .. .. | Melmalayanur.<br>Sathambadi. |
| 16 | Gingee .. .. .. .. | Gingee.<br>Sathiamangal. |
| 17 | Tirunavalur .. .. .. | Tirunavalur.<br>Ulundurpet. |
| | *South Cuddalore Development district.* | |
| 18 | Panruti .. .. .. .. | Kadambuliur.<br>Panruti. |
| 19 | Orathur .. .. .. .. | Chidambaram.<br>Srimushnam.<br>Sethiathoppu.<br>Lalpet. |
| 20 | Kallakurichi .. .. .. | Part of Kallakurichi.<br>Vadakanandal. |
| 21 | Chinnasalem .. .. .. | Chinnasalem.<br>Part of Kallakurichi.<br>Vadakkanandal. |
| | *South Madurai Development district.* | |
| 22 | Madurai, East .. .. .. | Arumbanur.<br>Othakadai.<br>Kunnathur. |
| 23 | Madurai, West .. .. .. | Samayanallur.<br>Koolapandi. |
| 24 | Melur I .. .. .. .. .. | Melur.<br>Vellalappatti.<br>Vellalore. |
| 25 | Usilampatti .. .. .. | Usilampatti. |
| 26 | T. Kallupatti .. .. .. | Kallupatti. |
| 27 | Tirumangalam .. .. .. | Tirumangalam.<br>Pannikundu. |

| Serial number. (1) | Name of panchayat union. (2) | Name of firks in the union. (3) |
|---|---|---|
| | *North Madurai Development district.* | |
| 28 | Vadipatti .. .. .. | Sholavandan.. Nirethan. |
| 29 | Alanganallur .. .. .. | Alanganallur. Palamedu. Nirethan. |
| | *North Vellore Development district.* | |
| 30 | K. V. Kuppam .. .. .. | Kilvilachur. Gudiyattam. |
| 31 | Arcot .. .. .. .. | Arcot. Ranipet. |
| | *North Salem Development district.* | |
| 32 | Hosur .. .. .. .. | Hosur. |
| 33 | Kaveripatnam .. .. .. | Kaveripatnam. Barur. |
| 34 | Krishnagiri .. .. .. | Krishnagiri. |
| 35 | Dharmapuri .. .. .. | Dharmapuri Kariamangalam. |
| 36 | Kolathur.. .. .. .. | Mettur. |
| | *South Salem Development district.* | |
| 37 | Peddanaickenpalayam .. .. | Komarapalayam. Peddanaickenpalayam. |
| 38 | Namagiripet .. .. .. | Namagiripet. Mangalapuram. |
| 39 | Gangavalli .. .. .. | Veeranganur. Gangavalli. |
| 40 | Idappadi .. .. .. | Idappadi. Thevur. Kanganapuram. |
| | *South Vellore Development district.* | |
| 41 | Kalasapakkam .. .. .. | Kalasapakkam. Kadaladi. |
| 42 | Arni .. .. .. .. | Arni. S. V. Nagaram. Agrapalayam. |
| 43 | Thurinjapuram .. .. .. | Tiruvannamalai North. Naidumangalam. Kilpennathur. |
| 44 | Vembakkam .. .. .. | Dusi. Vembakkam. Perungattur. |
| 45 | Polur .. .. .. .. | Polur. Santhavasal |

| Serial number. (1) | Name of panchayat union. (2) | Name of firkas in the union. (3) |
|---|---|---|
| | *West Coimbatore Development district.* | |
| 46 | Perianaickenpalayam .. .. | Perianaickenpalayam. |
| 47 | Avanashi .. .. .. | Avanashi.<br>Annur.<br>Cheyyur. |
| 48 | Palladam .. .. .. | Palladam. |
| 49 | Tiruppur .. .. .. | Tiruppur. |
| | *East Thanjavur Development district.* | |
| 50 | Thiruthuraipundi .. .. | Thiruthuraipundi.<br>Alathambadi.<br>Thalanayar.<br>Vedaranyam. |
| 51 | Vedaranyam .. .. .. | Vedaranyam. |
| 52 | Mayuram .. .. .. | Mayuram.<br>Manalmedu.<br>Sembanarkoil. |
| 53 | Sirkali .. .. .. .. | Sirkali.<br>Tiruvenkadu. |
| 54 | Kivalur .. .. .. .. | Kivalur.<br>Kunniur. |
| | *West Thanjavur Development district.* | |
| 55 | Pattukkottai. .. .. .. | Pattukkottai.<br>Adiramapattinam. |
| 56 | Kumbakonam .. .. .. | Kumbakonam.<br>Sholapuram. |
| 57 | Papanasam .. .. .. | Papanasam.<br>Millathur. |
| | *Chingleput Development district.* | |
| 58 | Tirukalikundram .. .. | Manamathi.<br>Thirukalikundram.<br>P. V. Kalathur. |
| 59 | Uthiramorur .. .. .. | Uthiramorur.<br>Magaral (South).<br>Salavakkam. |
| 60 | Sriperumbudur .. .. .. | Maduramangalam.<br>Sriperumbudur. .<br>Sarpanjori.<br>Kunnathur. |
| 61 | Poonamallee .. .. .. | Poonamallee. |
| 62 | Tiruvallur .. .. .. | Pandur.<br>Tiruvallur. |
| 63 | Kadambathur .. .. .. | Mappedu.<br>Pandur. |

| Serial number. | Name of panchayat union. | Name of firkas in the union. |
|---|---|---|
| (1) | (2) | (3) |
| | *East Coimbatore Development district.* | |
| 64 | Gobichettipalayam. .. .. | Gobichettipalayam.<br>Kugalur.. |
| 65 | Sathiamangalam .. .. | Punjaipuliampatti.<br>Nambiyur.<br>Satyamangalam. |
| 66 | Perundurai .. .. .. | Perundurai.<br>Chennimalai. |
| 67 | Erode .. .. .. .. | Erode. |
| | *East Ramanathapuram Development district.* | |
| 68 | Singampunari .. .. .. | Warapoor Zamin.<br>Satturvedamangalam Zamin.<br>Mathur Zamin.<br>Thirukostiyur Zamin. |
| 69 | Paramakudi .. .. .. | Paramakudi Zamin.<br>Pambur Zamin.<br>Thaduthalankottai Zamin.<br>Parthibanur Zamin.<br>Emaneswaram. |
| 70 | Kamudhi .. .. .. | Abiramam Zamin.<br>Kodumalur Zamin..<br>Mudukulathur Zamin.<br>Kamuthi Zamin.<br>Perunali Zamin. |
| | *West Ramanathapuram Development district.* | |
| 71 | Srivilliputtur .. .. .. | Srivilliputtur.<br>Malli. |
| 72 | Sivakasi .. .. .. .. | Edirkottai.<br>Mangalam.<br>Sivakasi. |
| 73 | Kariapatti .. .. .. | Kariapatti<br>Kalkurichi.<br>Mudukkankulam.<br>Tiruchul. |
| | *East Ramanathapuram Development district.* | |
| 74 | Tiruvadanai .. .. .. | Tiruvadanai East Zamin.<br>Tiruvadanai West Zamin.<br>Arunooithimangalam Zamin.<br>Thondi Zamin.<br>Puliyal Zamin.<br>Sarugani Zamin.<br>Anandur Zamin.<br>Mangalakudi Zamin.<br>Tiruvadanai Government Firka. |
| | *The Nilgiris Development district.* | |
| 75 | Ootacamund .. .. .. | Thuneri.<br>Ootacamund.<br>Kundah. |

## SECOND BATCH OF PANCHAYAT UNIONS.

(These will be inaugurated on 14th April 1961.)

| Serial number. (1) | Name of panchayat union. (2) | Name of firkas in the union. (3) |
|---|---|---|
| | *North Vellore Development district.* | |
| 1 | Tiruppattur .. .. .. | Tiruppattur. |
| 2 | Wallajah .. .. .. | Wallajah.<br>Part of Ranipet. |
| 3 | Sholinghur .. .. .. | Sholinghur.<br>Part of Ranipet. |
| 4 | Kaveripakkam .. .. .. | Kaveripakkam.<br>Paranji. |
| 5 | Kaniyambadi .. .. .. | Kaniyambadi. |
| 6 | Nemili .. .. .. .. | Nemili.<br>Panapakkam. |
| | *South Vellore Development district.* | |
| 7 | Chetput .. .. .. .. | Mandakolathur.<br>Tachambadi. |
| 8 | Pernamallur .. .. .. | Pernamallur.<br>Nedungunam. |
| 9 | Cheyyar .. .. .. .. | Cheyyar.<br>Vakkadai. |
| | *North Cuddalore Development district.* | |
| 10 | Koliyanur .. .. .. | Koliyanur.<br>Valavanur. |
| 11 | Kanai .. .. .. .. | Kanai.<br>Kanjanur. |
| 12 | Markanam .. .. .. | Tindivanam.<br>Markanam. |
| 13 | Ulundurpet .. .. .. | Elevarasur.<br>Ulundurpet. |
| | *South Cuddalore Development district.* | |
| 14 | Nallur .. .. .. .. | Pennadam.<br>Nallur. |
| 15 | Mongalur .. .. .. | Sirupakkam.<br>Tittagudi. |
| 16 | Porto Novo .. .. .. | Part of Bhuvanagiri.<br>Part of Chidambaram (East).<br>Chidambaram (West). |
| 17 | Kurinjipadi .. .. .. | Kurinjipadi.<br>Kullan Chavadi. |
| 18 | Thyagadurgam .. .. .. | Rishivandiam.<br>Thyagadurgam.<br>Kallakurichi. |
| 19 | Mel Bhuvanagiri .. .. | Part of Chidambaram (East).<br>Part of Bhuvanagiri.<br>Sethiathope. |

| *Serial number.* | *Name of panchayat union.* | *Name of firkas in the union* |
|---|---|---|
| (1) | (2) | (3) |
| | *Chingleput Development district.* | |
| 20 | Uthukottai .. .. .. | Kannigaipair.<br>Uthukottai.<br>Valliyur. |
| 21 | Madurantakam .. .. | Vayavoor.<br>Maduranthakam. |
| 22 | St. Thomas Mount .. .. | Saidapet.<br>Pallikaranai. |
| 23 | Minjur .. .. .. .. | Minjur.<br>Kattur.<br>Ponneri.<br>Tirupalaivanam. |
| 24 | Kattankolathur .. .. | Guduvancheri.<br>Chingleput. |
| 25 | Kunrathur .. .. .. | Kunrathur.<br>Serapanancheri.. |
| 26 | Kancheepuram .. .. .. | Kancheepuram.<br>Magaral South. |
| 27 | Poondi .. .. .. .. | Pennalurpet.<br>Velliyur.<br>Tiruvallur.<br>Pandur. |
| 28 | Gummudipoondi .. . | Gummudipoondi.<br>Part of Eguvarpalayam.<br>Madarpakkam.<br>Part of Eguvarpalayam. |
| 29 | Villivakkam .. .. .. | Villivakkam.<br>Aminjikarai. |
| | *East Coimbatore Development district.* | |
| 30 | Kangayam .. .. .. | Kangayam. |
| 31 | Kundadam .. .. .. | Part of Kundadam.<br>Kolumanguli. |
| 32 | Dharapuram .. .. .. | Dharapuram.<br>Part of Kundadam.<br>Kolumanguli. |
| 33 | Thuckanaickenpalayam .. | Vaniputhur.<br>Gobichettipalayam. |
| 34 | Kodumudi .. .. .. | Kodumudi.<br>Part of Sivagiri. |
| 35 | Modakkurichi .. .. .. | Modakkurichi.<br>Part of Sivagiri. |
| 36 | Bhavanisagar .. .. .. | Satyamangalam.<br>Punyapuliampatti. |
| 37 | Bhavani .. .. .. .. | Bhavani<br>Part of Kurichi. |
| 38 | Mulanur .. .. .. .. | Mulanur.<br>Vellakoil. |
| 39 | Ammapet .. .. .. | Ammapet.<br>Part of Kurichi. |
| 40 | Vellakoil .. .. .. | Vellakoil |

| Serial number | Name of panchayat union. | Name of firkas in the union. |
|---|---|---|
| (1) | (2) | (3) |
| | *West Coimbatore Development district.* | |
| 41 | Sulur .. .. .. .. | Sulur. |
| 42 | Kinathukadavu .. .. | Kinathukadavu.<br>Koilpalayam. |
| 43 | Lakshiminaickenpalayam .. | Varapatti. |
| 44 | Udamalpet .. .. .. | Udamalpet.<br>Periavalavadi. |
| 45 | Pongalur .. .. .. | Pongalur. |
| 46 | Thondamuthur .. .. .. | Thondamuthur. |
| | *North Madurai Development district.* | |
| 47 | Athoor I (Sembatti) .. .. | Part of Athoor. |
| 48 | Athoor II (Reddiarchatram) .. | Part of Athoor.<br>Part of Dindigul. |
| 49 | Dindigul .. .. .. | Part of Dindigul. |
| 50 | Batlagundu .. .. .. | Batlagundu. |
| 51 | Kodaikanal .. .. .. | Upper Palni.<br>Lower Palni.<br>Part of Palni. |
| 52 | Nilakottai .. .. .. | Nilakottai. |
| 53 | Palni .. .. .. .. | Part of Palni. |
| 54 | Vedasandur .. .. .. | Vedasandur.<br>Eriodu. |
| | *South Madurai Development district.* | |
| 55 | Andipatti .. .. .. | Andipatti. |
| 56 | Bodinaickanur .. .. .. | Theni.<br>Thenkarai. |
| 57 | Tirupparankundram .. .. | Avaniapuram.<br>Madurai Cusba.<br>Tirupparankundram |
| 58 | Melur II .. .. .. .. | Vellalapatti.<br>Thiruvadhur.<br>Vellalore.<br>Melur. |
| 59 | Natham .. .. .. .. | Natham North.<br>Natham South.<br>Kottampatti. |
| 60 | Kalligudi .. .. .. | Kalligudi.<br>Tirumangalam. |
| 61 | Sedapatti .. .. .. | Sedapatti. |
| 62 | Chellampatti .. .. .. | Usilampatti.<br>Valandur. |
| | *The Nilgiris Development district.* | |
| 63 | Coonoor .. .. .. .. | Coonoor.<br>Part of Kotagiri. |
| 64 | Kotagiri .. .. .. .. | Part of Kotagiri.<br>Kilkotagiri. |
| 65 | Gudalur .. .. .. .. | Gudalur.<br>Pandalur.<br>Ootacamund Rural Revenue Firka. |

| *Serial number.* | *Name of panchayat union.* | *Name of firkas in the union.* |
|---|---|---|
| (1) | (2) | (3) |
| | *East Ramanathapuram Development district.* | |
| 66 | Kalayarkoil .. .. .. | Kalayarkoil Zamin.<br>Mangalam Zamin.<br>Nattarasankottai Zamin.<br>Sivaganga Zamin.<br>Mallal Zamin.<br>Sholapuram Zamin.<br>Madagupatti Zamin.<br>Seithur Zamin.<br>Anandoor Zamin. |
| 67 | Devakottai .. .. .. | Devakottai Zamin.<br>Sarugani Zamin.<br>Kandadevi Zamin.<br>Puliyal Zamin.<br>Karaikudi Zamin.<br>Kalayarkoil Zamin.<br>Anandur Zamin.<br>Tiruvadanai West Zamin.<br>Kannangudi Zamin.<br>Tiruvadanai East. |
| 68 | Kallal .. .. .. .. | Kallal Zamin.<br>Karaikudi Zamin.<br>Nachiapuram Zamin.<br>Pallathoor Zamin.<br>Tirukoshtiyur Zamin.<br>Kandadevi Zamin.<br>Ilayathangudi Zamin. |
| 69 | Manamadurai .. .. .. | Manamadurai Zamin.<br>Seikalathur Zamin.<br>Nettur Zamin.<br>Padamathur Zamin.<br>Muthanendal Zamin.<br>Vilathur Zamin.<br>Mallal Zamin.<br>Allinagaram Zamin.<br>Parthibanur Zamin. |
| 70 | Kadaladi .. .. .. | Kadaladi Zamin.<br>Ilanjembur Zamin.<br>Sikkal Zamin.<br>Theriruveli Zamin.<br>Sayalgudi Zamin. |
| 71 | Mudukulathur .. .. .. | Mudukulathur Zamin.<br>Theriruveli Zamin.<br>Kodumaloor Zamin.<br>Pamboor Zamin.<br>Manjoor Zamin.<br>Ilanjamboor Zamin. |
| 72 | Mandapam .. .. .. | Rameswaram.<br>Ramanathapuram East. |
| 73 | Ramanathapuram .. .. | Ramanathapuram West.<br>Devipatnam. |
| 74 | Bogalur .. .. .. .. | Paramakudi.<br>Ilayangudi. |
| 75 | Kannangudi .. .. .. | Kannangudi Zamin.<br>Devakottai Zamin.<br>Mangalakudi.<br>Mithravayal Zamin.<br>Kandadevi Zamin.<br>Sarugani Zamin.<br>Sakkottai Zamin.<br>Tiruvadanai East.<br>Thondi Zamin. |

| Serial number, | Name of panchayat union. | Name of firkas in the union. |
|---|---|---|
| (1) | (2) | (3) |
| 76 | Rajasingamangalam .. .. | Rajasingamangalam Zamin.<br>Sholandur Zamin.<br>Arunoothimangalam Zamin.<br>Tiruvadanai East Zamin.<br>Tiruvadanai West Zamin.<br>Anandhur Zamin.<br>Salaigramam Zamin.<br>Tondi Zamin. |
| | *West Ramanathapuram Developmemt district.* | |
| 77 | Rajapalayam .. .. .. | Rajapalayam.<br>Sholapuram. |
| 78 | Virudhunagar .. .. .. | Virudhunagar.<br>Part of Sattur. |
| 79 | Sattur .. .. .. .. | Part of Sattur.<br>Salwarpatti. |
| 80 | Vembakottai .. .. .. | Edickottai.<br>Salwarpatti. |
| 81 | Watrap .. .. .. .. | Watrap.<br>Nathampatti. |
| | *North Salem Development district.* | |
| 82 | Bargur .. .. .. .. | Bargur.<br>Mathur.<br>Santhur. |
| 83 | Pennagaram .. .. .. | Pennagaram.<br>Indur. |
| 84 | Uttangarai .. .. .. | Uttangarai.<br>Kallavi.<br>Mathur. |
| 85 | Morappur .. .. .. | Morappur. |
| 86 | Veppanapalli .. .. .. | Veppanapalli.<br>Krishnagiri Estate.<br>Bargur Estate. |
| 87 | Pappireddipatti .. .. | A. Pallipatti. |
| 88 | Mecheri .. .. .. .. | Mecheri. |
| | *South Salem Development district.* | |
| 89 | Valappadi .. .. .. | Valappadi. |
| 90 | Talavasal .. .. .. | Talavasal.<br>Veeranganur. |
| 91 | Tiruchengode .. .. .. | Tiruchengode.<br>Chittalandur. |
| 92 | Paramathi .. .. .. | Paramathi.<br>Kabilamalai estate. |
| 93 | Sendamangalam .. .. | Sendamangalam.<br>Sendamangalam estate |
| 94 | Attur .. .. .. .. | Attur.<br>Peddanaickenpalayam. |

| Serial number. | Name of panchayat union. | Name of firkas in the union. |
|---|---|---|
| (1) | (2) | (3) |
| | *East Thanjavur Development district.* | |
| 95 | Kuttalam .. .. .. | Kuttalam.<br>Manganallur.<br>Mayuram. |
| 96 | Sembanarkoil .. .. .. | Sembanarkoil.<br>Porayar. |
| 97 | Anaikaranchatram .. .. | Sirkali.<br>Madanam. |
| 98 | Kodavasal .. .. .. | Tiruveelimalai.<br>Kodavasal. |
| 99 | Nagapattinam .. .. .. | Nagapattinam.<br>Keelaiyur. |
| 100 | Muthupet .. .. .. | Nachikulam. |
| 101 | Kottur .. .. .. .. | Kottur.<br>Palaiyur. |
| | *West Thanjavur Development district.* | |
| 102 | Budalur .. .. .. .. | Sengipatti.<br>Tirukattupalli. |
| 103 | Ammapet .. .. .. | Alangudy.<br>Avoor.<br>Saliamangalam. |
| 104 | Thiruvidamarudur .. .. | Aduthurai.<br>Nachiarkoil.<br>Sholapuram. |
| 105 | Tiruppanandal .. .. .. | Pandanallur.<br>Tiruppanandal. |
| 106 | Sethubavachatram .. .. | Sethubavachatram.<br>Perumagalore. |
| 107 | Orathanad .. .. .. | Orathanad.<br>Thondrampet.<br>Ulur.<br>Eachankottai. |
| 108 | Avudayarkoil .. .. .. | Vellur.<br>Ponbethi. |
| | *North Tiruchirappalli Development district.* | |
| 109 | Thathiengarpet .. .. .. | Thathiengarpet.<br>Musiri. |
| 110 | Turaiyur .. .. .. | Kannanore. |
| 111 | Uppiliapuram .. .. .. | Uppiliapuram. |
| 112 | Perambalur .. .. .. | Perambalur.<br>Chettikulam. |
| 113 | Thirumanur .. .. .. | Thirumalapadi.<br>Kamarasavalli. |
| 114 | Ariyalur .. .. .. .. | Ariyalur.<br>Kamarasavalli. |
| 15 | Andimadam .. .. .. | Andimadam. |
| 116 | Manikandam .. .. .. | Manikandam. |

| Serial number. | Name of panchayat union. | Name of firkas in the union. |
|---|---|---|
| (1) | (2) | (3) |
| | *South Tiruchirappalli Development district.* | |
| 117 | Aravakurichi .. .. .. | Aravakurichi. |
| 118 | Tanthoni .. .. .. | Karur.<br>Vellianai. |
| 119 | Karambakudi .. .. .. | Karambakudi.<br>Malaiyur. |
| 120 | Keeranur (Kunnandarkoil) .. | Keeranur.<br>Kunnandarkoil.<br>Narthamalai. |
| | *North Tirunelveli Development district.* | |
| 121 | Vasudevanallur .. .. | Vasudevanallur.<br>Sankarankoil. |
| 122 | Mela Neelidanallur .. .. | Neelidanallur.<br>Sankarankoil. |
| 123 | Ottapidaram .. .. .. | Ottapidaram. |
| 124 | Pudur .. .. .. .. | Masarpatty. |
| 125 | Karungulam .. .. .. | Karungulam.<br>Vallanad. |
| 126 | Sattankulam .. .. .. | Sattankulam. |
| 127 | Udangudi .. .. .. | Udangudi. |
| | *South Tirunelveli Development district.* | |
| 128 | Valliyur .. .. .. .. | Valliyur.<br>Palavur. |
| 129 | Radhapuram .. .. .. | Tisayanvilai.<br>Radhapuram. |
| 130 | Alangulam .. .. .. | Alangulam. |
| 131 | Tenkasi .. .. .. .. | Tenkasi.<br>Panpoli. |

## THIRD BATCH OF PANCHAYAT UNIONS.

These will cover the rest of the rural area of the State and will be constituted on 2nd October 1961.

# ESTABLISHMENT

## PANCHAYAT UNION OFFICES—FIXATION OF STRENGTH.

1. *Existing pattern of office staff of a Development Block.*—The staffing pattern laid down by the Government of India for every block delimited under the Community Development Programme is as shown below, so far as office staff is concerned :—

(1) *One* Block Development Officer.

(2) *One* Progress Assistant.

(3) *One* Accountant-*cum*-Store-keeper.

(4) *One* Senior Clerk.

(5) *One* Cashier.

(6) *One* Typist.

(7) *Four* Class IV servants.

The cost of the above staff is shared by the Government of India and the State Government.

2. *Effect of constitution of Panchayat Union for a Development Block.*—(i) If a Panchayat Union Council is constituted under section 11, read with section 12 of the Madras Panchayats Act, 1958, for every Development Block, it will have an office of its own. The normal income of a Panchayat Development Block under the Act may come to about three to four lakhs of rupees under both the General Fund and the Elementary Education Fund. To manage the volume of work involved in transacting business connected with such funds, a scale of staff sanctioned for a normal Second Grade Municipality will be necessary.

(ii) When the execution of the Community Development Scheme is entrusted to it under section 66 of the Act, the Block Development Office under the Block Development Officer and the Panchayat Union Officer will have to be merged into a single office.

(iii) Then it will be necessary to specify—

(*a*) what staff will constitute the extension staff whose services are placed at the disposal of the Panchayat Union free of cost for office purposes and what staff will be the Panchayat Union staff proper;

(*b*) how both the categories of the staff, namely, the Panchayat Union staff and the Extension staff will be chosen;

(*c*) what salaries and allowances will be paid to both the categories of staff, and

(*d*) how the cost of both the staff will be met.

For this purpose, it will not suffice to make over the staff according to the existing pattern and share the cost as at present. The following orders are issued clarifying the position of both the categories of the staff in respect of the matters referred to above.

3. *Commissioner for Panchayat Union.*—Section 44 of the Act provides that a Commissioner shall be appointed by the Government in the case of each Panchayat Union Council and that such Commissioner shall ordinarily be the Development Officer appointed in pursuance of the National Extension Service Scheme of Community Development for the Panchayat Development Block and also that no recovery shall be made from the Panchayat Union Council towards the salary and allowances paid to any Commissioner or towards his leave allowances, pension and provident fund. As soon as a Panchayat Union is constituted and the Panchayat Union Council comes into being, orders will be issued by the Government appointing the Block Development Officer of the respective block as the Panchayat Union Commissioner.

4. *Other office staff.*—Section 57 (1) of the Act provides that the sanction of the Panchayat Union Council shall be obtained for all proposals for fixing or altering the number, designation and grades of its officers and servants and the salaries, fees and allowances payable to them; while section 57 (3) empowers the Government to fix or alter the number, designation and grades and the salaries, fees and allowances payable to the officers and servants of a Panchayat Union. The Government have considered the question as to what categories of posts should form the authorized staff of a Panchayat Union office and after such consideration they have proposed to fix under section 57 (3) of the Madras Panchayats Act, 1958, the following scale of authorized staff for a Panchayat Union :—

| *Designation.* | *Number.* | |
|---|---|---|
| (i) Manager .. .. .. .. | One | |
| (ii) Accountant .. .. .. .. | One | |
| (iii) Head Clerk .. .. .. .. | One | |
| (iv) Upper Division Clerks .. .. | Two | |
| (v) Lower Division Clerks .. .. | Five | |
| (vi) Cashier (Shroff) .. .. .. | One | |
| (vii) Typist .. .. .. .. | One | |
| (viii) Attender .. .. .. .. | Two | (plus one more in the event of the number of teachers exceeding 250). |
| (ix) Peons .. .. .. .. | Six | |
| (x) Jeep Driver .. .. .. | One | |

5. *Distinction between "National Extension Service establishments" and other establishments to be maintained by the Panchayat Union.*—Though it is desirable for purposes of efficient performance of the work of the Panchayat Union Office, that there should be an integrated office establishment dealing with "Community Development" work as well as "Local Administration" work, it is necessary to continue to maintain a distinction between the staff to be maintained by the Panchayat Union at its own cost and the Government staff whose services are to be placed free of charge at the disposal of the Panchayat Union, along with the entrustment of the execution of the National Extension Service Scheme under section 66 of the Act. The purposes for which this distinction will be made are detailed in paragraphs 6 to 9 below. The Government direct that out of the integrated office establishment specified in paragraph 4 above, the following should constitute the National Extension Service establishment:—

(i) The Manager—One.

(ii) The Accountant—One.

(iii) Upper Division Clerks—Two.

(iv) Jeep Driver—One.

The remaining should be treated as the staff to be maintained by the Panchayat Union at its own cost.

6. *Statutory provisions regarding absorption of District Board staff under Panchayat Union Councils.*—Rule 12 of Schedule IV to the Madras Panchayats Act, 1958, provides that every officer and servant of the district board (other than the teachers and other employees of elementary schools) shall be appointed to such posts as the Government or such officer as may be authorized by them in this behalf may consider suitable under the Panchayat Union Council or any District Development Council. Therefore preference should be given to the employees of the district boards in making appointments to all posts included in the establishment of the Panchayat Union, whether such establishment constitutes the National Extension Service establishment or the Panchayat Union staff. The Government consider that by 1st April 1961 the District Board office should be completely partitioned into nucleus offices for Panchayat Unions and that they should start functioning as such in the respective Development Blocks (both active and shadow blocks) ahead of the normal inauguration of the Panchayat Union Councils. The District Board office should then be shrunk down to a nucleus staff with adequate experience in accounts. The Government accordingly direct that the Collector and Special Officer of every District Board shall prepare a complete list of all persons employed under the District Board on 1st August 1960; carry out a complete scrutiny of their records; and determine in the case of each employee the post which he

should hold under the Panchayat Union Council in order that he might be in position on 1st April 1961 in nucleus Panchayat Union office referred to above. Such a placement statement should be prepared, bearing in mind the length of service put in by various categories of personnel and taking into account what the normal prospects would have been if the persons had been in the Revenue Department of Government. The preparation of the statement should be completed before 1st September 1960 and the persons concerned should be given intimation in appropriate terms about their future.

7. *National Extension Service Office establishment (Initial constitution)*—(i) *Manager.*—The post of Manager is new and in making appointment to it preference should be given to the employees of district boards. The claims of Superintendents and Senior Upper Division Clerks should be considered first. If no suitable qualified person in the district board service is available, persons may be recruited from municipal offices and from the Revenue Department. The prior approval of the Additional Development Commissioner should be obtained for the list of candidates selected for appointment.

(ii) *Accountant.*—Candidates for appointment to the post of Accountant shall be recruited from the Local Fund Audit Department.

(iii) *Upper Division Clerks.*—Those Upper Division Clerks, if any, in District Board offices who have not been promoted to the post either of Manager or Head Clerk should be absorbed as Upper Division Clerks. Subject to this requirement the Upper Division Clerks working in Block Offices should wherever they are suitable be continued. The 'Progress Assistant' provided for the National Extension Service Scheme has been redesignated as "Extension Officer—Statistics". The question of reorganization of statistical establishments is under separate consideration and orders will issue separately. Meanwhile so long as there is a Progress Assistant (alias Extension Officer—Statistics) in any Block he should be counted against one of the posts of Upper Division Clerks.

(iv) *Jeep Driver.*—The Jeep Drivers in the Block offices should be continued as such in the respective Blocks.

8. *National Extension Service (Office) establishment (future maintenance).*—The question whether the posts may be included in the Madras Ministerial Service of a separate service may be constituted will be considered in due course and orders issued separately.

9. *Office establishment to be maintained by the Panchayat Union (Initial constitution).*—(*a*) The following staff out of the integrated office establishment specified in paragraph 4 above

shall constitute office establishment to be maintained by the Panchayat Union and they shall be remunerated at such scales of pay as may be fixed by the Panchayat Union but not higher than the following scales of pay :—

| | Scales of pay. |
|---|---|
| | RS. |
| (i) Head Clerk—One .. . .. .. .. | 125—5—175. |
| (ii) Lower Division Clerks—Five .. .. .. | 90—3—120—2-140. |
| (iii) Cashier (Shroff)—One .. .. . .. | 90—3—120—2—140. |
| (iv) Typist—One .. .. .. . .. | 90—3—120—2—140. (plus special pay of Rs. 10). |
| (v) Attenders—Two (plus one in the event of the number of teachers exceeding 250). | 50—1—70. |
| (vi) Peons—Six .. .. .. .. .. .. | 50—1—60. |

(b) The pay and allowances of the Head Clerk and two of the Lower Division Clerks shall be debited to the Panchayat Union (Education) Fund. The pay and allowances of the remaining staff, viz., three Lower Division Clerks, one Typist, Cashier (Shroff), two or more Attenders and six Peons shall be debited to the Panchayat Union (General) Fund.

(c) Such number of additional posts (other than posts of Attenders and Peons) as may be required urgently to fill up the strength of each of the Panchayat Union Council should be created by the Special Officers of the District Boards as additions to the existing District Board staff one month in advance of the constitution of the Panchayat Union Council. For filling up the posts of Lower Division Clerks for which candidates from the District Boards or the Block Offices may not be available, the Employment Exchanges should be contacted. Preference should be given to local applicants over applicants from outside. Newly authorised posts of Attenders and Peons may be left to be filled later after Panchayat Unions begin to function. The following standardised procedure for recruitment of Lower Division Clerks should be followed. Candidates may be interviewed and selected by an *ad hoc* committee of officers consisting of the Personal Assistant to the Special Officer, one of the other Personal Assistants to the Collector and the Revenue Divisional Officer of the division for which the recruitment is made. The staff may be recruited one month ahead of the inauguration of the Panchayat Unions so that they may be given training in the District Board offices and formed into a separate section corresponding to the different union offices when the Manager and Accountant also join the District Board offices on 1st September 1960.

10. *Organisation of Panchayat Union office in three sections.*—The staff referred to in paragraphs 5 and 9 shall be distributed into the following three distinct sections in the combined Panchayat Union office :—

I. General Administration Section—

(1) Manager.

(2) Two Upper Division Clerks.

(3) One Lower Division Clerk for work relating to Panchayats.

(4) One Lower Division Clerk for work relating to General Correspondence and Panchayat Union Council.

(5) One Cashier (Lower Division Clerk scale).

(6) One Typist (to do tappal work also).

(7) One Office Attender.

(8) One Record Attender.

II. Budget and Accounts Section—

(1) Accountant.

(2) One Lower Division Clerk.

III. Education Section—

(1) Head Clerk.

(2) Two Lower Division Clerks.

(3) One Attender in the event of the number of teachers exceeding 250.

11. *Office establishment to be maintained by the Panchayat Union (Future maintenance).*—The question of issuing rules regarding the authorities who may appoint the officers and servants of Panchayats Union Councils and the classification, methods of recruitment, pay and allowances, discipline and conduct and conditions of service of such officers and servants will be taken up separately and orders thereon will issue in due course.

(*Vide* G.O. Ms. No. 1225, L.A., dated 20th July 1960.)

[SPECIFICATION OF DUTIES TO BE PERFORMED BY VILLAGE OFFICERS ON BEHALF OF PANCHAYAT UNIONS AND PANCHAYATS—PAYMENT OF PANCHAYAT DEVELOPMENT ALLOWANCES.]

1. The Madras Panchayats Act, 1958, is being implemented throughout the State. The Act provides for the creation of Panchayat Unions in addition to Panchayats and lays down the responsibilities entrusted to these local bodies. The Act provides for the payment of certain statutory grants to the local bodies, so as to match the collection of certain taxes leviable by these bodies.

In addition, section 66 of the Act provides for entrustment to the Panchayat Union of the National Extension Service Scheme of Community Development, including in particular all local schemes relating to the development of Agriculture, Animal Husbandry and Village Industries.

2. In effecting such entrustment, Government intend to stipulate that the Panchayat Union constituted for every Panchayat Development Block should (in association with all the Panchayats functioning in such block), actively participate in the execution of the Third Five-Year Plan. To this end, it will be necessary to secure that a Block Plan Budget is settled for every block in respect of the Third Plan period; and Block Development Programmes are planned and executed within the framework of the settled Block Plan Budgets.

3. As an essential feature of such participation in the Third Five-Year Plan, Government intend to stipulate that subject to general guidance and co-ordination by the Panchayat Union at block level, every Panchayat should function as the Planning Authority for the area in its charge; annually frame an Agricultural Production Programme with specific targets and take all steps within its power to ensure that the targets are attained within the area in its charge. In order to facilitate the working of Panchayats and Panchayat Unions in securing the development of agricultural production, Government have issued orders transferring to Panchayats the control and management of almost all poramboke and waste lands (other than certain limited categories). Panchayats have also been empowered to take over and discharge the liability of rights for the maintenance of kudimaramat works. The maintenance of minor irrigation works will be vested in Panchayat Unions.

4. In order to help Panchayat Unions and Panchayats to discharge all these important new responsibilities, it will be necessary to ensure that the services of trained staff should be made available to them. So far as Panchayat Unions are concerned, there is little difficulty. Block Development Officers, Extension Officers, clerks and gramasevaks are available under the National Extension Service Scheme of Community Development and some additions to clerical staff will become available as a result of the forthcoming abolition of district boards. Orders will issue separately in the Rural Development and Local Administration Department specifying the scale of staff to be made available to Panchayat Unions. The cost of this staff will continue to be borne by Government and their services will be placed at the disposal of Panchayat Unions free of charge to Panchayat Union Funds.

5. Such staff, however, will be unavailable for rendering service at village level. This is so because most of the staff will have jurisdiction over the entire block. Though the gramasevaks

will have smaller charges, they will still have jurisdiction over a number of contiguous villages. They will have to concentrate mainly on agricultural work and will require to be relieved of part of the clerical work they are attending to at present. They should not be burdened with routine administrative duties relating to the Panchayats. There is need, therefore, for making adequate arrangements for the performance at village level, of administrative duties relating to both Panchayats and Panchayat Unions. This subject was discussed by the Development Commissioner with Collectors and Revenue Divisional Officers as well as Members of the District Development Councils who represent the 75 first batch of blocks where Panchayat Unions are to be established on the 2nd October next. In the light of such discussion, the Development Commissioner has proposed as the only satisfactory solution of the problem that definite duties should be assigned to village officers in relation to Panchayat Development and that in consideration of their duties extra remuneration should be provided in the form of 'Panchayat Development Allowance'.

6. The proposals have been examined by Government in the context of the general question relating to the future organization of village revenue establishments. Village Officers have been making representations in the past for increase in their emoluments, which are fixed and regulated on the basis that they are only part-time employees of Government. It has been found difficult to provide for such increase of emoluments except as part of a general reorganization of village revenue establishments, entailing a substantial reduction of numbers. Such reduction of numbers in its turn will have to be based on extensive revision of the present delimitation of boundaries of revenue villages as well as a major change in the present hereditary system of appointments. In view of the need for concentration on the more urgent administrative tasks relating to the implementation of new Panchayats Act and the devolution of developmental responsibilities to Panchayat Unions and Panchayats, Government consider it desirable for the present to defer reorganization proposals and to continue existing organization of village revenue establishments in their present form for some time longer. In the light of this decision they agree in principle that some extra remuneration should be sanctioned, this being related to the additional work which Village Officers will be required to perform on behalf of Panchayat Unions and Panchayats. The nature of these duties is described in the paragraphs which follow.

7. *Village Development Planning*.—The terms of entrustment of development work to Panchayat Union under section 66 of the new Panchayats Act will require the setting up of a proper organization of planning at village and block level. Subject to the guidance and co-ordination of the appropriate Panchayat Union committee, the village Panchayat will function as the Planning

Authority at village level. The village officers should be required to assist the village Panchayat in the performance of its duties as Planning Authority. The Panchayat should be required to invite the Karnam and Headman concerned to attend the special meetings of the Panchayat whenever it functions as Planning Authority. It should be declared to be part of the duties of these village officers to attend such meetings and contribute their personal knowledge and experience and otherwise assist the Panchayat in the performance of its duties. They should participate in the discussion and should not participate in the voting.

NOTE.—This is limited to meetings of panchayats specially convened for planning purposes. Village officers should not be required to attend ordinary meetings of panchayats.

8. *Village Development Accounts.*—For purpose of work in the National Extension Service Scheme of Community Development a number of new records and registers have been prescribed for maintenance by the Gramasevak in respect of the group of village in his charge. This system, in actual working, is not satisfactory and requires to be changed. The existing system of maintenance of village accounts should be reviewed and revised. The Karnam should be made responsible for maintaining all records and registers needed for development purposes at village level and submitting returns therefor.

9. *Local revenue collection.*—It should be declared to be part of the normal duties of the Village Headman that he should collect all taxes and fees which may fall due from time to time to the Panchayat or the Panchayat Union. It should also be declared to be the normal duties of the Village Karnam that he should maintain tax assessment registers and such other records as may be prescribed from time to time for facilitating collection of taxes and fees due to the Panchayat and the Panchayat Union. The foregoing should be applicable in full to all Panchayat villages. In respect however of Panchayat Towns, somewhat different consideration will apply partly because, there would be a whole-time executive officer, partly other paid staff and partly also because the house-tax collection work would be too heavy. Therefore, the nature of the duties to be performed by the Village Officers in respect of revenue collection within the limits of Panchayat Towns should be determined by the Revenue Divisional Officer concerned with reference to circumstances of each case. This should be done so as to secure two results, viz., (i) He should be required to do such work as he can be expected to do without detrimental to his Government duties and wherever this may help the Panchayat to economise on its own staff, such economy should be secured. (ii) He should now be required to undertake house-tax collection work in any Panchayat Town, if the work is appreciable and likely to interfere with efficient performance of Government duties.

10. *Duties of Village Panchayat Secretary.*—These duties may be defined as below :—

(i) Maintenance of the minutes of the meetings of the Panchayat;

(ii) Maintenance of prescribed cash accounts of the Panchayat; and

(iii) Clerical work relating to the general administration of the Panchayat.

So far as Town Panchayats are concerned these duties are attended to by whole-time paid staff and there will be no need for the services of village officer being utilised. The problem arises only in relation to Village Panchayats, most of which are unable to afford the expense involved in employing a whole-time Panchayat Secretary. Even in respect of Village Panchayats, these duties should be on somewhat different footing from those detailed in paragraphs 7 to 9 above. Whereas in the other cases, the Karnam and Headman are (by their experience related to Government work) specially suited for performing the duties in question efficiently, it is likely that, in many villages, literate persons would be available who can perform the duties of Village Panchayat Secretaries equally well. In some of the larger villages the balance of convenience may lie in employing such persons as Panchayat Secretaries. Moreover the relationship between the Panchayat President and Village Panchayat Secretary has to be very much more intimate than that between the Panchayat President and an officer performing any of the other duties earlier mentioned. For these reasons, it has been proposed that the duties of the Village Panchayat Secretary should be entrusted to the Karnam, if and only if the Village Panchayat has expressed a desire that this should be done. In other cases, the Village Panchayat should be free (as it is at present) to make such local arrangements for the performance of these duties as it may find to be appropriate, provided, however, that the cost of such arrangements should not be disproportionately higher in relation to the normal income of the Panchayat and should not therefore exceed such limits as may be prescribed by statutory rules. Government accept this proposal.

11. *Duties of Village Talayari.*—It should be declared to be part of the normal duties of the Talayari that he should assist the Headman in the performance of all his duties in relation to tax collection for the Panchayat or Panchayat Union. He should also be responsible for maintaining watch and ward in respect of Panchayat Union properties and Panchayat properties in the village including all standing trees on public lands in the village.

Note.—If in any village there is more than one talayari the duties should be specifically assigned by the Tahsildar concerned to one of them. Discretion may be given to the Tahsildars in suitable cases to divide the work and consequently also the remuneration between more than one talayari if the work is satisfactorily divisible on a territorial basis.

12. *Classification of Territorial Charges.*—The territorial charges of village officers differ considerably in size with resulting difference in the volume of work to be done. It is, therefore, desirable for purposes of fixing the scale and allowances to be sanctioned that a distinction should be drawn between 'Normal' charges and 'Light' charges. Accordingly it has been proposed that a village should be deemed to be a 'normal' charge if either—

(i) the total extent of patta land in such village exceeds one thousand acres; or

(ii) the land revenue assessment on patta lands in the village exceeds two thousand rupees.

Any village in which neither of these two conditions is fulfilled should be deemed to be a "light" charge. Government accept this proposal.

13. *Scale of Panchayat Development Allowance—Karnams* — The Panchayat Development Allowance shall be fixed in respect of the Karnam of every village included in any Panchayat Development Block;

(i) *at the rate of* 15 *rupees per month* if he has a normal charge and if the duties which he is required to perform include those of a Village Panchayat Secretary.

(ii) *at the rate of* 12 *rupees per month* (*a*) if he has a light charge and the duties which he is required to perform include those of a Village Panchayat Secretary or

(*b*) if he has a normal charge, and the duties which he is required to perform do not include those of a Village Panchayat Secretary; and

(iii) *at the rate of* 10 *rupees per month*, if he has a light charge and the duties he is required to perform do not include those of a Village Panchayat Secretary.

14. *Scale of Panchayat Development Allowance—Headman.*— The Panchayat Development Allowance shall be fixed in respect of Headman of every village included in any Panchayat Development Block—

(i) *at the rate of* 7 *rupees per month* if he has a normal charge; and

(ii) *at the rate of* 5 *rupees per month* if he has a light charge.

15. *Scale of Panchayat Development Allowance—Talayari.*— The Panchayat Development Allowance shall be fixed in respect of the Talayari of every village included in any Panchayat Development Block—

(i) *at the rate of* 3 *rupees per month* if he has a normal charge; or

(ii) *at the rate of* 2 *rupees per month* if he has a light charge.

16. Panchayat Development Allowances on the scale set out above, should be paid to the Village Officers of every Panchayat Development Block with effect from the first day of the month in which a Panchayat Union is constituted for the Block, or the first day of January 1961, whichever is earlier. With effect from that date, the orders issued in G.O. Ms. No. 1125, Local Administration, dated the 22nd July 1958, will stand cancelled.

17. The allowances payable in accordance with this order will cease to be payable in the event of reorganization of village revenue establishments.

18. The Village Officers are at present under obligation to perform duties in respect of various departments of the State Government. The same conditions will apply in respect of performance by village officers of duties entrusted to them in terms of this order in relation to Panchayats and Panchayat Unions. The Block Development Officer will be responsible for ensuring that these duties are performed satisfactorily. He will have power to issue such instructions to village officers as may be necessary and also to report to the Revenue Divisional Officer cases, if any, of neglect of duty calling for disciplinary action.

19. The successful implementation of the new Panchayat Act will depend, in no small measure, on the working of the new arrangements envisaged in this order. Government are aware that the smooth working of these arrangements will call for a reorientation of existing outlook as well as considerable amount of tact and goodwill on the part of all concerned. They trust that these conditions will be fulfilled.

20. At present there is an arrangement by which a functionary called Clerk-*cum*-Bill Collector is appointed by the Inspector in order to serve a group of contiguous Village Panchayats. In view of certain difficulties in these arrangements, Government have already directed that no new appointment of this nature should be made. Where this arrangement is already in force, it may, however, be continued, if all the Panchayats concerned so desire, provided that their work is limited to that of Panchayat Secretary as defined in paragraph 10 above and the work relating to Revenue collection is transferred to village officers, along with new items of work relating to Development.

Where there is no group clerk at present, it will be open to Village Panchayats, if they so desire, to create a post of part-time Panchayat Secretary for the particular Panchayat concerned and to appoint thereto some person other than the Karnam, if this is considered preferable to the utilization of the services of the Karnam.

In sucn cases, the authorized scale of permissible remuneration will be fixed by the Inspector (District Collector) with reference to the normal income of the Panchayats concerned. The cost involved will be met from the Panchayat funds.

21. If, as a result of giving effect to these orders, any post of Bill Collector Group-Clerk or similar functionary ceases to be necessary and is abolished, care should be taken to provide the incumbents of such post with such alternative employment as attender or clerk (according to his qualifications) in the establishment of Panchayat Unions.

22. The Board of Revenue is requested to issue detailed instructions to Collectors for giving effect to these orders. The Board is requested to examine the application of these orders in cases where the territorial jurisdiction of any village officer does not coincide with those of the Panchayat in respect of which he has to perform duties. Subject to such general guidance as may be given by the Board, the Collectors may be given discretion, to specify the apportionment of duties among the Village Officers concerned.

23. The expenditure on the payment of Panchayat Development Allowance should be debited to '25. General Administration —District Administration—u. Other Establishments B. Ryotwari Village Service and C. Proprietory Estates Village Service' as the case may be.

24. The expenditure is on 'New Service' and the approval of the Legislature will be obtained through a Supplementary Grant Pending approval of the Legislature, the expenditure will be initially met by an advance from the Contingency Fund orders regarding which will be issued in the Finance (B.G.) Department. The Board of Revenue is requested to intimate to the Finance (B.G.) Department the probable expenditure up to December 1960.

(*Vide* G.O. No. 644, R.D., dated 9th August 1960.)

## Panchayat Union Offices.

Attention is invited to G.O. (Ms.) No. 1225, L.A., dated the 20th July 1960. The staff of the Panchayat Union Office has been categorised into two—the extension staff and the Panchayat Union staff. The cashier and the typist have been included in the latter category. During the Collectors' Conference held on 5th and 6th of this month it was pointed out that it may not always be possible to replace readily the existing cashier and typist who have been recruited as Government staff, by fresh recruits who will be treaed as Panchayat Union staff. It was decided that full

discretion in this matter should vest with the Collectors and where there are practical difficulties in absorbing the Government staff in Government posts or in finding suitable fresh recruits as Panchayat Union staff, as a temporary measure the existing Government staff may be continued under the Panchayat Union till such time when the transfer of the Government staff could be effected smoothly. Action should, however, be initiated to effect the transfer as early ss practicable.

2. It is further directed that the cashiers and typists who are borne on Government establishment and whose temporary retention under Panchayat Unions is considered necessary in the future interest should be paid, the Government rates of pay and allowances. The expenditure will be provisionally debited to the Panchayat Union Funds. A suggestion has been made that these two posts should also be included in the category of Extension Posts. Irrespective of any decision which may be reached on this suggestion it is the intention of the Government that the continued temporary retention of any Government servant in these posts should be counted as Government service in respect of such Government servants.

3. Another point raised during the Collectors' Conference was about the transfer travelling allowance of the staff now transferred from the District Board to the Panchayat Union Service/Government service. In all these cases advances may be sanctioned from the District Board funds wherever such advances are applied for. As a special case it is directed that the transfer travelling allowance of all the District Board employees transferred to Panchayat Unions should be debited to the District Board funds. In the case of District Board staff transferred to Government service the final debit will be to Government account and the expenditure will be debited to the same head to which their pay and allowances are debited.

4. Attention is also invited to paragraph 10 of the G.O. Ms. No. 1225, L.A., dated 20th July 1960. The present Panchayat Clerk attached to the Panchayat Extension Officer is borne on Government establishment and he is to be replaced by a clerk in Panchayat Union Service. Orders have been issued separately creating 147 posts of Block Plan Officers who are also to function as Deputy Panchayat Officers, and each Block Plan Officer has been sanctioned one lower division clerk as Panchayat clerk. The Panchayat clerks on Government establishment may, therefore, be transferred to shadow Blocks as Panchayat clerks. This will also ensure that the Block Plan Officers who are for the first time taking up duties as Deputy Panchayat Officers will get clerks who have had some acquaintance with the administration of the Panchayats Act.

5. In transferring peons from the Government service to the Panchayat Union Service the peons borne on District Revenue Establishment, the Block Offices and the Panchayat Offices should be treated as one unit for the purpose and tha juniormost peons should be transferred to the Panchayat Union Service. As far as possible it should be ensured that the peons are posted to the Unions where they come from. In this connection a reference is also invited to the instructions issued in the G.O. (Ms.) No. 3412, Public (Rural Development Projects), dated 15th December 1958. The personnel who were ousted as a result of retrenchment in the Block establishment should be given preference in fresh recruitment.

(*Vide* Memo. No. 164039/L1/60-1, L.A., dated 19th September 1960.)

# PROPERTIES—ADMINISTRATION AND REGULATION

## TRAVELLERS' BUNGALOWS—MAINTENANCE AFTER FORMATION OF PANCHAYAT UNIONS.

The travellers' bungalows and the rest-houses belonging to or vested in the district boards are at present maintained through the Highways Department at the cost of the district boards; while the other travellers' bungalows and the rest-houses (belonging to Government) are maintained by that Department from the State Funds.

The Public Works Department Inspection Bungalows are maintained at present by the Public Works Department and the rooms in them are alloted by the District Collectors.

With effect from the date of constitution of Panchayat Union Councils, travellers' bungalows and rest-houses, which will be transferred from the district boards and panchayats to the Government under the Madras Panchayats Act, 1958, shall be maintained by the Highways Department from the State Funds. The inspection bungalows which are maintained by the Public Works Department will continue to be maintained by that Department.

The control over travellers' bungalows and rest-houses and the power of allotment of rooms in them will vest in the District Collectors.

The power of allotment of rooms in the Inspection Bungalows will continue to be exercised by the District Cillectors as at present.

(*Vide* G.O. No. 478, dated 14th March 1960.)

## PANCHAYATS—COMMUNAL PROPERTY OR INCOME.

On an application from the panchayat for the vesting of any communal property or income in a village, the Collector concerned should after making due enquiry, determine *first* whether or not there is a custom within the meaning of section 83 of the Madras Panchayats Act, 1958; *secondly* having regard to the existing mode of administration of the property or income concerned, it is necessary in the public interest that a declaration should be made under this section. If the Collector is satisfied on these two points, he should, by order, make a declaration under this section specifying the beneficiaries thereof; and register the property or incomes as having become invested in the panchayat concerned. Thereafter the panchayats will administer the property or income for the benefit of the beneficiaries specified in the order of the Collector.

(G. O. No. 606, dated 1st April 960.)

# PANCHAYAT-VESTED PROPERTIES AND PANCHAYAT-REGULATED PROPERTIES—ADMINISTRATION AND REGULATION.

1. *Preliminary.*—Under the Madras Village Panchayats Act, 1950 (hereinafter referred to as the old Act) as well as the Madras Panchayats Act, 1958 (hereinafter referred to as the new Act), certain properties are specifically vested in panchayats for purposes of administration for the benefit of the village, including use—regulation by panchayats. There are also certain other properties which (though not vested in panchayats) are still made subject to use—regulation by them. The following orders are issued :—

(i) detailing panchayat-vested properties and other panchayat-regulated properties; and

(ii) specifying the manner in which the powers of administration and regulation are to be exercised by panchayats :—

## A. *Panchayat-vested properties.*

2. *Details of panchayat-vested properties.*—The properties mentioned below are statutorily vested in panchayats :—

(i) Unreserved forests;

(ii) Porambokes classified as grazing grounds, threshing floors, burning and burial grounds, cattle-stands, cart-stands and topes;

(iii) Water works other than irrigation works; and

(iv) Public roads other than National Highways, State Highways, Major District Roads and Panchayat Union Roads.

3. *Panchayat-vested unreserved forests.*—Under section 72 (1) of the new Act which corresponds to section 53 (1) of the old Act, all " unreserved forests " in the village at the commencement of the Act shall vest in the panchayat and shall be administered by it for the benefit of such village. It is necessary to be clear about the categories of land referred to as " unreserved forests ". Under section 2 (34) of the new Act which corresponds to section 2 (24) of the old Act, the term " unreserved forests " means a forest not notified under section 4 of the Madras Forest Act, 1882, and also includes " unreserved land " at the disposal of the Government. Land at the disposal of Government includes all unoccupied lands whether assessed or unassessed, but does not include patta lands owned by private persons—*vide* section 2 of the Madras Forest Act, 1882. Lands which are classified in the Revenue Accounts as " porambokes " should be deemed (subject to one exception

which is referred to presently) to be lands reserved for the particular purposes for which they are so classified. As such all porambokes (other than forest porambokes) should be deemed to fall outside the scope of the term " unreserved land " at the disposal of the Government. There remain assessed waste or unassessed wastes. Assessed waste are distinguished from unassessed wastes as being lands which are reserved for assignment on a permanent basis. Assessed wastes also cannot, therefore be deemed to be " unreserved forests " automatically vesting as such in the panchayat. Thus it follows that all unoccupied lands which on the date of the Act, were not reserved under the Madras Forest Act, 1882 and were classified in the revenue accounts as either forest poramboke or unassessed waste should be deemed to be unreserved land vesting in the panchayats concerned under the Act. It is necessary that all lands of the nature thus referred to which are situated within the limits of every panchayat village/town and should be identified, listed and formally placed under the administration of the panchayat concerned. The panchayat will thereafter administer the properties for the benefit of the village concerned.

4. *Panchayat-vested porambokes.*—Section 60 (2) of the old Act empowered the panchayats to regulate the use of the following porambokes subject to such restrictions and control as may be prescribed :—

(i) grazing grounds,
(ii) threshing floors,
(iii) burning and burial grounds,
(iv) cattle-stands,
(v) cart-stands, and
(vi) topes.

Formerly these porambokes were *not vested* in the panchayats. But section 86 (2) of the new Act has made an important change. Such porambokes are *now vested* in the panchayats. They may accordingly be referred to as panchayat-vested porambokes. Action has therefore to be taken to get lists of panchayat-vested porambokes for every panchayat village/town prepared with particulars of survey numbers, etc., and to hand the lists over to the panchayats concerned. Thereafter, the panchayats will regulate the use of such panchayat-vested porambokes subject to such restrictions and control as may be prescribed by rules.

5. *Panchayat-vested water works.*—Under sub-section (1) of section 84 of the new Act which corresponds to sub-section (1) of section 77 of the old Act, all public water-courses, springs, reservoirs, tanks, cisterns, fountains, wells, stand-pipes and other water works and also any adjacent land (not being private property) appertaining thereto shall vest in the panchayat and be subject to its control, if such work or land is not connected with a work of

irrigation. Sub-section (2) of the said section provides that Government may by notification, define or limit such control or assume the administration of any public source of water-supply and public land adjacent and appertaining thereto after consulting the panchayat and giving due regard to its objection, if any. It is necessary that all water works of the nature thus referred to and lands, if any, appertaining thereto which are situated within the limits of any panchayat village/town should be identified, listed and formally placed under the administration of the panchayat concerned. Action under sub-section (2) referred to above may be taken if necessary thereafter.

6. *Panchayat-vested public roads.*—Under section 76 (1) of the new Act which corresponds to section 56 (1) of the old Act, all public roads in a panchayat village/town other than district (Panchayat Union) roads and roads classified by the Government as National Highways and State Highways are vested in panchayats. Orders for locating the roads to be vested in Panchayat Unions and distinguishing them from roads to be vested in panchayats are under issue separately. With reference to these orders, lists should be prepared, with particulars of survey number, etc., of panchayat roads vesting in every panchayat separately.

7. *Other panchayat-vested lands.*—There may be other lands already vested in panchayats or which may hereafter be vested in panchayats, as a result of alienation proceedings under the Board's Standing Orders. Though, as stated already, assessed wastes do not automatically vest in panchayats, it will be open to panchayats to get such lands vested in them and may apply to the Collector for this purpose. Such applications should be freely granted, unless there are special objections in particular cases.

8. *Rights of panchayats in vested properties.*—The properties vested in the panchayats either under the Act—*vide* paragraphs 2 to 6 above or those vested as a result of alienation proceedings under the Board's Standing Orders—*vide* paragraph 7 above, are intended to be used by the panchayats for the purpose or purposes for which they are vested or alienated. The panchayats will have no right to assign or alienate the properties to other persons.

9. *Preparations of lists of panchayat-vested properties.*—A list of all properties vested with the panchayat shall be prepared by the karnam in duplicate under the columns in the diglott registers. The list shall mention in the remarks column opened for the purpose the names of encroachers, if any, at the time it is prepared. The Firka Revenue Inspector in the ryotwari tract and the Estate Manager or the Assistant Manager not below the rank of a Deputy Tahsildar in the areas not yet settled under the Madras Estates (Abolition and Conversion into Ryotwari) Act, 1948, shall authenticate the correctness of the list.

Where there are trees on these porambokes, they may either be held on tree patta or the right to their usufruct may be sold in each fasli. The karnam should prepare separate lists in duplicate for each class of trees. These lists should be got approved by the Revenue Inspectors in the ryotwari tract, or by the Estate Manager or the Assistant Manager in the estate areas not yet settled under the Madras Estates (Abolition and Conversion into Ryotwari) Act, 1948. The Revenue Inspector, the Estate Manager or the Assistant Manager as the case may be should examine them with reference to special orders, if any, issued in the matter.

The list in respect of trees other than those held on tree-tax system will enable the panchayat to take appropriate action in regard to them. Trees held on tree-tax system will of course be borne on the revenue accounts and the list of these trees sent to panchayats are only intended for their information.

The Collectors are requested to take action urgently for the preparation by the village officers of the list of panchayat-vested properties on the lines referred to above and see that the list of the properties are checked during the next jamabandi and that they are handed over to Panchayat President, and their acknowledgments obtained and filed in the Taluk office for records soon after the jamabandi is over.

If, for any reason, any list prepared and checked at the next jamabandi happens to be incomplete, a supplemental list may be prepared as soon as possible thereafter and issued to the panchayats concerned. Under section 164 of the Act, the executive authority or the Commissioner may, by an order in writing, require the headman or karnam or both of any revenue village comprised within the jurisdiction of the panchayat or Panchayat Union Council to furnish him with information on any matter falling within such categories as may be prescribed in respect of such or any part thereof or any person or property therein.

B. *Panchayat-regulated properties.*

10. *Panchayat-regulated porambokes.*—Section 60 (4) of the old Act which corresponds to section 86 (4) of the new Act empowers the panchayat to regulate the use of any poramboke other than those referred to in paragraph 4 above, if the panchayat is authorized in that behalf by an order of the Government. Orders have been issued separately in G.O. No. 76, L.A., dated the 12th January 1960, delegating to the District Collectors the power of the Government to issue orders under section 86 (4) of the new Act.

Collectors are requested to make known to all the panchayats in the district the provisions of this section. If and when any panchayat applies for authorization to regulate the use of any poramboke

for the benefit of the village, Collectors are requested ordinarily to issue such authorization unless there are special reasons to the contrary in any particular case. The issue of such authoriztaion may be subject to such conditions and restrictions as Collectors may find it necessary, from time to time, to stipulate.

11. *Planting and preservation of trees on panchayat-vested properties and panchayat-regulated properties—Provision of the Act—*

(i) *Planting of trees on roads.*—One of the discretionary functions vested in panchayats under section 64 of the new Act which corresponds to section 51 of the old Act, is the "planting and preservation of trees" on the sides of the public roads in a village. The difference between the old Act and the new Act in this regard is that under the old Act the panchayat may plant and preserve trees only on the sides of roads vested in it; while under the new Act, the panchayat may undertake planting and preservation of trees on the side of *all* public roads in the village or town subject to mutually agreed terms and conditions between the panchayat and the authority which maintains the road in case the road is not maintained by the panchayat itself.

(ii) *Planting of trees on panchayat-vested properties and panchayat-regulated properties.*—Sub-section (5) of section 86 of the new Act which corresponds to sub-section (5) of section 60 of the old Act provides that the panchayat may subject to such restrictions and control as may be prescribed plant trees on *any* poramboke whether vested in it or not, provided the use of such poramboke is regulated by it under sub-section (2) or sub-section (4) of the same section.

(iii) Government attach very great importance to these provisions. They consider it essential that every panchayat should do its best to plant and preserve trees on porambokes or waste lands whether or not they are vested in them. This is necessary in order to increase the fuel, fodder and manurial resources in the village to the maximum practicable extent and this contribute to the development of agricultural production in the village. The tree plantations thus developed will constitute valuable community assets, yielding income for the panchayats in future. The question of providing panchayats with the funds necessary for the purpose is under consideration separately and orders thereon will be issued in due course.

(iv) Collectors of districts are requested to bring to the notice of all panchayats the provisions of the Act referred to above and issue instructions to them to undertake a systematic programme of plantation and preservation of trees.

(*Vide* G.O. No. 608, L.A., dated 4th April 1960.)

## CONSTRUCTION OF OFFICES OF PANCHAYAT UNIONS AND MEETING HALL.

Under Section 66 of the new Panchayats Act, work connected with the National Extension Scheme is to be entrusted with the Panchayat Unions. The Government, therefore, direct that the office of the Panchayat Union and the existing Block Development office should function as a single office in the same building.

Offices for the Block Development office have been built already in a number of blocks. In these blocks, additional buildings will have to be provided for the Panchayat Union Council Hall and for providing office accommodation for the additional staff of the Panchayat Union offices. Where no buildings have so far been constructed for the block office, entirely new buildings will have to be put up.

The programme of construction of additional or new buildings in all the 370 blocks in this State may be phased over the next 3 or 4 years. Priority lists for this phased programme will have to be drawn up by the Collectors, after giving due consideration to the following :—(i) the date of inauguration of the Panchayat Union, (ii) the immediate availability of alternative accommodation which can be taken on rent or for occasional use for specific purposes like meetings of the Council, until the buildings are completed, (iii) the ready availability of sites for construction, and (iv) any other relevant factors.

The Government direct that a provision of Rupees thirty lakhs be made available to the districts for undertaking construction of Panchayat Union offices.

The Chief Engineer (Highways) will be responsible for ensuring that the construction of buildings is taken in hand systematically and completed expeditiously.

(*Vide* G.O. No. 503, R.D., dated 28th June 1960).

## TRANSFER OF ASSETS AND LIABILITIES OF DISTRICT BOARDS.

### ITEMS OF WORK TO BE ATTENDED.

The Block Development Officers and the Managers of the first batch of 75 Panchayat Unions will be reaching the District Board offices for training in the middle of August, 1960. During the period of their stay of two weeks at the District Board offices, they will conduct a preliminary scrutiny of the records and registers or extracts thereof to be transferred to the Panchayat Unions. It is essential that the several registers of accounts are written up to date, that the inventories of properties to be transferred to the Panchayat Unions are prepared Blockwise and the records and files are sorted and the lists are prepared Blockwise. The Personal Assistants to Special Officers of District Boards are requested to take

necessary action expeditiously so that all the above items of work are completed by the time, the Accountants, the Managers and the Commissioners of Panchayat Unions start their new Union Office. In this connection, a short note relating to the transfer of properties and liabilities of District Boards to the first batch of Panchayat Union Councils which will be constituted on 2nd October 1960 is appended below for information and guidance, in connection with the constitution of the Panchayat Union Councils. If they find any difficulty, they are requested to bring them to the notice of the Government in the Rural Development and Local Administration Department then and there for orders.

## A SHORT NOTE RELATING TO THE TRANSFER OF PROPERTIES AND LIABILITIES OF DISTRICT BOARDS.

### 1. *Establishment.*

A. *Preparation of Blockwise list of employees.*—Blockwise lists showing the names of teachers in elementary schools, medical officers, vaccinators, employees working in the Maternity and Child Welfare Centres and other members of the District Board staff, transferable to the Panchayat Unions, together with particulars of their pay and allowances, names of the institutions and the sanctioned scale of establishment will have to be prepared with reference to the entries in the establishment Audit Register and April returns available in the District Board. The lists must be prepared by the District Board office and made available to the Union Commissioners. The Managers ought to ensure the correctness of the lists during their practical training at the District Board office.

B. *Transfer of Service Registers.*—The Service Registers of the employees allotted to the Panchayat Unions will have to be sent to the Union Commissioners, after verifying the services up to 30th September 1960 together with the personal files.

C *Last Pay Certificate.*—The Last Pay Certificates in respect of the employees to be transferred to the Panchayat Unions will have to be sent to the Union Commissioners. The certificates should in addition to the particulars of pay, dearness allowance, rate of provident fund subscription, show the nature and amounts of advances, such as advance of pay and travelling allowance, festival advance, conveyance advance and temporary advances from provident fund.

### 2. *Elementary Schools.*

Clause (iii) of section 13 of the Madras Panchayats Act contemplates the transfer of all elementary schools maintained by any District Board or Panchayat, to the Panchayat Union Councils [*vide* Rule 11 (1) of the schedule IV to the Madras Panchayats Act, 1958, also]. The maintenance of elementary schools is

exclusively a function of the Panchayat Unions [*vide* section 65 (*e*) of the Madras Panchayats Act, 1958]. As far as the elementary schools maintained by the District Boards and situated in the area of the proposed blocks are concerned the transfer will have to be effected along with the buildings, furniture, equipments, library books, etc., appertaining to the schools. Extracts from the register of immovable properties, the register of tools and plants, etc., will have to be prepared Blockwise and Districtwise and furnished to the Union Commissioners. In respect of the elementary schools now maintained by Panchayats, the Executive Authorities of the Town and Village Panchayats may be required to take similar action. Panchayat Extension Officers and Divisional Panchayat Officers must be required to ensure this.

3. *Markets.*

Personal Assistants to the Special Officers must ensure that the postings in the Miscellaneous Demand Register have been made up to date and be made available for preliminary verification by the Panchayat Union Accountants and Managers. The lease deeds obtained from the lessees will have to be endorsed to the Panchayat Unions. The correspondence files relating to the markets will have to be sorted out Blockwise and Districtwise and handed over to the Panchayat Unions. The Panchayat Unions will be entitled to recover the arrears of kist amounts due in respect of the markets classified as Panchayat Union markets and relating to previous years, viz., prior to 1960–61 [*vide* clause (v) of section 13 of the Madras Panchayats Act, 1958, and the explanation thereunder]. It is therefore necessary for Personal Assistants to Special Officers to prepare Blockwise and Districtwise arrear lists and certify to the correctness of arrear lists in respect of markets classified as Panchayat Union markets and furnish them to the Union Commissioners.

4. *Ferries and Fisheries.*

The income from ferries and fisheries is one of the item of revenues creditable to Panchayat Union Councils and the Panchayats [*vide* sections 135 (xv) and 137 (xiii) and (xiv) of the Madras Panchayats Act, 1958].

In the case of ferries transferred to the Panchayats Unions, Blockwise lists of the ferries showing the names of places where the ferries and fisheries are situated, particulars of the amounts for which they have been leased out for the year 1960–61, names of the lessees, amounts collected by the District Boards during the six months commencing from 1st April 1960 and the amounts of deposit obtained from the lessees will have to be prepared Blockwise and Districtwise and furnished to the Union Commissioners. For this purpose the postings in the Miscellaneous Demand Registers will have to be made up to date and made available for preliminary

verification by the Panchayat Union Accountant and Managers. The lease deeds obtained from the lessees will have to be endorsed to the Union Commissioners concerned. The correspondence files relating to the ferries and fisheries will have to be sorted out blockwise and districtwise and handed over to the panchayat unions. It is also pointed out that the panchayat unions will be entitled to recover the arrears of kist amounts due in respect of the ferries and fisheries transferred to their control and relating to previous years, viz., prior to 1960–61 [*vide* clause (v) of section 13 of the Madras Panchayats Act, 1958, and the explanation thereunder]. It is therefore necessary to prepare blockwise and districtwise arrear lists in respect of the ferries and fisheries proposed to be transferred to the panchayat unions and furnish them to the Union Commissioners.

5. *Dispensaries, maternity, child-welfare centres and district choultries.*

Clause (iv) of section 13 of the Madras Panchayats Act, 1958, contemplates the vesting of dispensaries and district choultries in the Panchayat Union Councils. These institutions are transferable to the panchayat unions together with the buildings, furniture, equipments, stocks and stores. Blockwise and districtwise lists showing the names of the places in which they are situated will have to be prepared and furnished to the Union Commissioners, along with extracts from the register of immovable properties, register of tools and plants in respect of the assets appertaining to these institutions. The Managers and the Personal Assistants to the Special Officers are required to ensure that the blockwise lists of the immovable properties such as buildings, tools and plants, etc., to be transferred to the panchayat unions are prepared correctly and sufficiently in advance, so that the correctness of the lists may be verified by the Panchayat Union Accountant trainees during their training in the district board office.

6. *Roads and execution of works.*

(*a*) *Execution of works by the Divisional Engineers.*—The works relating to the buildings and roads in progress and which are expected to be completed before 30th September 1960 may be transferred to the panchayat unions concerned. In the case of works already taken up for execution and which are not likely to be completed before 30th September 1960, the Divisional Engineers may be required to prepare and furnish the Union Comimssioners, a list of the incomplete works executed from the Government grants and from the district board funds separately, showing the amount of expenditure incurred up to 30th September 1960, the amount of grants sanctioned, if any, the name of the contractor, amount of security deposits obtained from the contractor, together with copies of Government orders sanctioning the grant, the work files

and connected records. The unspent balance of the grant in respect of any work in progress in the area of the blocks will have to be transferred to the panchayat unions concerned unless it is decided that the Divisional Engineers should complete these items of work. In such cases, the amounts remaining to be accounted for by the Divisional Engineers will have to be treated as " Advance Recoverable " in the books of the panchayat unions, and adjustments will have to be made on receipt of the statements of expenditure from the Divisional Engineers. Full details in such cases will have to be furnished by the Divisional Engineers (Highways). The Personal Assistant to Special Officers are requested to take necessary action in the matter.

7. *Arrears of taxes and fees.*

All arrears of taxes, fees or other amounts due to district boards may be recovered by the panchayat unions [vide clause (v) of section 13 of the Madras Panchayats Act, 1958 and the explanation thereunder].

8. *Advances recoverable.*

The various kinds and purposes for which advances would have been granted by the district boards are : (1) supply of materials other than those for works, (2) purchase of forms from Hoe & Co., and of stationery articles from the Government Stationery Stores and private dealers, (3) purchase of medicines from the Medical Stores Depot, (4) advances of pay and travelling allowance, festival advances, and (5) advance for purchase of conveyance. Besides these, there is Engineer's Miscellaneous Advance. Of these, the advances granted to the employees alone can be transferred to the panchayat unions concerned due to the fact that it may not be possible to assign other advances to any panchayat union. The supplies of stationery articles, forms, registers, medicines, etc., would have been indented for in bulk for all the institutions under the control of the district boards. As far as the advances pending recovery from the employees allotted to the panchayat unions are concerned, the district board offices will have to pick out the items from the " Advances Recoverable Register, and prepare blockwise lists showing the names of the employees, the purpose of advance, the amounts paid, the amounts recovered up to 30th September 1960 and the balance pending. For this purpose, the Personal Assistant to the Special Officer will have to ensure that the Advances Recoverable Register is written up fully. The details of the advances pending recovery may be required to be specified in the Last Pay Certificates of the individuals, which will be sent to the Union Commissioners. It is desirable that the blockwise lists of the advances pending recovery from the employees are subjected to a preliminary verification by the Panchayat Union Accountant Trainees during their training in the district board office. In the

case if advance of travelling allowance granted to the employees and allowed to get time-barred due to non-submission of regular travelling allowance bills within the period of three months after the completion of the journey, the amounts will have to be recovered from the employees concerned. The responsibility for the recovery or adjustment of the advances will rest on the Panchayat Unions concerned [vide clause (v) of the section 13 of the Madras Panchayats Act, 1958, and the explanation thereunder] according to which all arrears of taxes, fees *or other sums due* to a district board may be recovered by the Panchayat Union Councils.

9. *Loans.*

Under clause (v) of Section 13 of the Madras Panchayats Act, 1958, the liabilities relating to the area of the blocks alone pass to the Panchayat Unions. Loans are usually sanctioned by the Government for the construction of and improvements to markets, slaughter-houses, cart-stands, bus-stands, etc. Of the institutions referred to above, markets alone will vest in the Panchayat Unions provided they are classified as Panchayat Union markets under Section 104 of the Madras Panchayats Act, 1958. The other institutions referred to will vest in the panchayats. The balance of loans pending repayment can be transferred to the Panchayat Unions only in cases where it relates to markets vesting in Panchayat Unions. Blockwise statements showing the amounts of loans obtained from Government, the terms of repayment, the annuities payable, amount repaid towards interest and capital up to date, amount pending repayment to Government and amount of loan spent for the purposes specified in the order granting the loan will have to be prepared and furnished to the Union Commissioners in the case of markets covered by the loans and transferrable to the Panchayat Unions. These lists will also be subject to preliminary scrutiny by the Panchayat Union Accountants and Managers.

10. *Provident Fund.*

(*a*) Provident Fund accounts (for superior servants) and Bonus Fund Accounts (for inferior servants and menials) of all the employees such as teachers, medical officers, Health Visitors, Maternity Assistants, ayahs and clerks and servants allotted to the Panchayat Unions will have to be closed and transferred to the Panchayat Union Councils concerned. The Personal Assistants to the Special Officers of District Boards will have to ensure—

(1) that the Provident Fund Ledger and the Abstract Register which show the opening balance under " subscription " and " bonus " subscriptions recovered for each month (including recovery of temporary advances) withdrawals of temporary advances, bonus or contribution adjusted at the end of each year and interest on subscriptions and bonus credited for each year are posted up to date;

(2) that interests on subscriptions and bonus are credited to the account for the period up to 30th September 1960;

(3) that the district boards' contribution towards bonus is credited to the individual accounts up to and inclusive of September 1960;

(4) that blockwise statements showing the names of the employees, account number, the total amounts at credit of the individual subscribers under "subscriptions" and "bonus" (including interest adjusted to the accounts up to 30th September 1960) are prepared and made available to the Union Commissioners.

The items of work referred to above should be attend to by the Provident Fund Section of the District Boards.

It is necessary that the blockwise statements prepared and certified to by the Personal Assistants to the Special Officers are subjected to a preliminary verification by the Panchayat Union Accountants and Managers during their training in the District Board Offices.

(b) *Mode of transfer of Provident Fund Accounts to the Panchayat Unions.*—The amounts at credit in the Provident Fund Accounts of the employees forms part of the liabilities of the District Board and it is kept in the following forms :—

(1) Investments;

(2) Post Office Savings Bank deposit (Conjoint Account); and

(3) Balance in Treasury.

When the liability for payment of Provident Fund to the employees allotted to the Panchayat Unions is transferred to the Panchayat Unions, the assets like Provident Fund investments or cash or both making up the total amount of the liability will have to be transferred to the Panchayat Unions simultaneously. If the investments are of smaller denominations, their break up will be easy. The Register of Investments will have to be written up to date. The portion of the treasury balance representing Provident Fund will have to be worked out correctly and agreed with the accounts.

### 11. *Deposits.*

The deposits are mainly of the following kinds :—

(1) Contractors' deposits.

(2) Lessees' Deposits.

(3) Renters' Deposits.

The statute lays down that any deposit or balance thereof shall be credited to a revenue head of account if it has remained unclaimed for a period of three years from the date on which it became repayable or in case the deposit or balance thereof does not exceed one

rupee if it has remained unclaimed for a period of one year from the date on which it became repayable. Deposits which have not so far been lapsed to the District Board Funds with reference to this provision will have to be credited to the revenue head at least now by transfer adjustment. The Register of Deposits will have to be posted up to date. As regards contractors' deposits which are usually accounted for by the Divisional Engineers, it may not be possible to ascertain with any definite degree of accuracy, to which of the union area they relate.

It is necessary that the Divisional Engineers be required to write up the accounts fully and allocate the deposits blockwise and furnish a blockwise statement of deposits, showing the names of the Contractors, names of works to which the deposits relate and the amounts of deposits pending refund, to the Union Commissioners.

As regards lessees' deposits and renters' deposits there may not be any difficulty in effecting the transfers to the Panchayat Unions. The usual items of revenue which are leased out and with which the Panchayat Unions are concerned are markets, ferries and fisheries. Under clause (v) of Section 13 of the Madras Panchayats Act, 1958, all liabilities legally subsisting against the District Boards shall pass on to the Panchayat Union Councils, so far as such liabilities are relatable to the area which is declared to be a Panchayat Development Block. This is however, subject to such direction as the Government may, by general or special order give. When markets classified as Panchayat Union Markets under Section 104 of the Madras Panchayats Act, 1958, ferries and fisheries lying in the area of the development blocks are transferred by the District Board to the control of the Panchayat Unions, the liability to refund the deposits obtained from the lessees will also pass to the Panchayat Unions along with the assets. In such cases the district board will have to effect the transfer of the liability by paying an equivalent amount of cash to the Panchayat Unions. The same procedure will apply even in the case of Renters' deposits, if the properties rented out also vest in the Panchayat Unions.

### 12. *Security Deposits of Employees.*

Security deposits are usually obtained from the employees in the form of Post Office Savings Bank Deposits and other Government securities. In the case of employees transferred to the Panchayat Union Councils the security deposits and the bonds will have to be transferred to the Panchayat Union Councils by endorsement.

### 13. *Endowments.*

Under section 73 (3) of the Madras Panchayats Act, 1958, the management and superintendence of any charitable endowments which were vested in a district will vest in the Panchayat Union Councils. The funds relating to the endowments may be in the

form of investment or cash or both. The endowments will have to be transferred to the Panchayat Union Councils along with the buildings and other immovable properties, tools and plant, investments and cash relating thereto. Lists of endowments situated in the area of the blocks will also have to be prepared and furnished to the Union Commissioners together with particulars of investments, cash balance, immovable properties, tools and plant relating to the endowments. The Panchayat Union Accountant will verify the particulars with reference to the records maintained in the District Board Office, so that there may not be any difficulty to proceed further soon after the constitution of the Panchayat Union Councils.

14. *Other assets.*

The assets which are not transferable to the Panchayat Unions will comprise rest houses, travellers' bungalows, hospitals and secondary, vocational and industrial schools. Of the institutions referred to above, the first three items will stand transferred to and vest in the Government and all secondary, vocational and industrial schools maintained by any district board will stand transferred to and be vested in such authority as may be specified by the Government—Vide clause (vi) of section 13 of the Madras Panchayats Act, 1958.

(Vide Memo. No. 120582/T6/60-1, dated 2nd August 1960.)

## TAXATION AND FINANCE

### VILLAGE HOUSE TAX MATCHING GRANT.

The Government have passed the following orders, clarifying certain points with regard to the payment of Village House Tax Matching Grant.

2. *How the amount of grant payable to each village panchayat every year should be assessed and paid.*—The Village House-tax Matching grant is payable with reference to the amount of house tax *collected*. So no distinction should be made between collections of arrear demands and collections of current demands in assessing the grant payable to a village panchayat. The amounts actually collected from out of both the arrear and current demands should be taken into account in assessing the grant payable to each panchayat.

The house tax assessment will ordinarily be mixed up with Library Cess levied under the Madras Public Libraries Act, 1948 or the additional house tax levied for water supply or lighting under rule 19 of Schedule IV of the former Madras Local Boards Act, 1920, or the water tax levied under section 25 of the Madras Public Health Act, 1939. Therefore the details of the demand, collection and balance relating to these items should be kept distinct and separate from the main house tax levied and collected under the Panchayats Act so that the amount of village house tax matching grant payable under the Act may be calculated and paid correctly without difficulty.

3. *Whether the amount should be paid annually in one lump sum or in instalments.*—Under section 120 (3) of the Madras Panchayats Act, 1958 as well as under the 1950 Act, the house tax is leviable every half-year. The term 'year' means the financial year accord-ing to section 2(37) of the 1958 Act. The house tax is accordingly assessed and collected for the half years ending 30th September and 31st March every year. As the house tax is levied and collected every half year, the Government have decided that the Village House Tax Matching Grant should also be paid in two half-yearly instalments with reference to the collections for each half-year. The particulars of collection in a half-year will be available in the succeeding half-year. So the amount of grant due for a half-year may be paid before the end of the succeeding half-year.

4. *Which authority should control the expenditure from State funds on this account.*—The Government have decided that the District Collector should be the controlling authority in respect of the expenditure from State funds on the payment of the Village House Tax Matching Grant to the village panchayats under his

jurisdiction. He should frame estimates of expenditure for each year and submit necessary particulars to the Development Commissioner on the 1st September of each year for making provision in the State Budget. The Development Commissioner will consolidate the estimates received from the District Collectors and send the consolidated estimates to the Finance Department with copy to the Rural Development and Local Administration Department for making provision in the Annual Estimates of expenditure of the State Government. As soon as the Budget is passed by the State Legislature, the Development Commissioner will place at the disposal of each Collector the amont required for expenditure in the district.

5. *Which authority should sanction the payment of the grant to each panchayat.*—As there will be over 1,000 village panchayats in each district, the Government have decided that the Revenue Divisional Officers should be the authority sanctioning the payment of the Village House Tax Matching Grant to each panchayat. The Government hereby permit the Revenue Divisional Officers to authorise the payment from the treasury to the village panchayats of the amounts of grants payable to them under section 132 of the Madras Panchayats Act, 1958. The order sanctioning the payment of the grant will be in the form in Annexure I to this order.

6. *On what basis sanction order should be issued.*—Soon after the end of a half year, the Panchayat Extension Officer (Deputy Panchayat Officer) should submit to the Divisional Panchayat Officer a report in the form in Annexure II to this order in respect of each panchayat separately for each half year. The report should be accompanied by a receipt bill in the Form in Annexure III duly signed by the President of the Village Panchayat concerned. On receipt of the report of the Panchayat Extension Officer, the Divisional Panchayat Officer should check the amounts given by the Panchayat Extension Officer and certify that the amount of grant recommended by the Panchayat Extension Officer is correct.

The Divisional Panchayat Officer should also prepare the draft of the sanction order in the form in Annexure I, obtain the approval of the Revenue Divisional Officer and issue it in the name of the Revenue Divisional Officer. The fair copies of the order shall be signed either by the Revenue Divisional Officer or on his behalf by the Divisional Panchayat Officer.

7. *How the amount should be credited to the Village Panchayat Fund.*—The amount due to each panchayat should be paid by book adjustment to the banking account of the panchayat maintained at the Government treasury.

## Annexure I.

Office of the Revenue Divisional Officer.
Dated

No.
From
The Revenue Divisional Officer,

To
The Sub-Treasury Officer,

Under instruction 2 of the Treasury Rule 17, Madras Treasury Code, Volume I, I hereby authorize you to pay to the President of the panchayat on the authority of (i) this order and (ii) the duly receipted bill attached which has been countersigned by the Panchayat Extension Officer, the sum of Rs. (Rupees ).

2. The amount should be paid by book adjustment to the accounts of the panchayat maintained at your treasury or sub-treasury, and *no cash payment should be made*. If the panchayat does not have accounts with the treasury or sub-treasury, an account may be opened in the name of the panchayat with reference to Government Memorandum No. 7670/52-1 E.L.A., dated 13th March 1952. The formalities regarding the opening of treasury accounts have been waived by Government in their memorandum referred to above. The amount represents the Village House-tax Matching Grant payable to the panchayat under section 132 of the Madras Panchayats Act, 1958 and is debitable to "57. Miscellaneous—f. Grants-in-aid contributions, etc.—S. House Tax Matching Grants for Panchayats".

3. The fact of the adjustment should be reported to the Collector of and the Accountant-General with a certificate of payment through the Treasury Officer under intimation to this office then and there.

*for Revenue Divisional Officer.*

Copy to the President Panchayat Post, Taluk District.

Copy to the Accountant-General, Madras.

Note.—(1) Under instruction 2 of Treasury Rule 17 of Madras Treasury Code, Volume I, the grant should be adjusted on the authority of this authorization and no authorization is necessary from the Accountant-General, Madras.

(2) The grant can be adjusted by Sub-Treasury Officers without any further authorization from the Treasury Officers concerned.

(3) The receipt bill of Panchayats need not be stamped.

(4) The receipt bill given by the President of the Panchayat to the treasury or sub-treasury for the adjustment of the grant is enclosed.

ANNEXURE II.

From

The Panchayat Extension Officer.

To

The Revenue Divisional Officer,

Through

The Divisional Panchayat Officer.

Sir,

In submitting herewith the Demand, Collection and Balance of House-Tax levied in Panchayat for the half-year ending 30th September 19 /31st March 19 , I recommend that an amount equal to the amount shown as collections may be paid to the said Panchayat as Village House Tax Matching grant due to it under section 132 of the Madras Panchayats Act, 1958. I hereby certify that the said amount of house-tax does not include library cess levied under the Madras Public Libraries Act, 1948 or additional house tax levied for water-supply or lighting under rule 19 of Schedule IV to the former Madras Local Boards Act, 1920 or water tax leviable under section 25 of the Madras Public Health Act, 1939.

2. The receipt bill given by the executive authority of the panchayat is enclosed.

*Panchayat Extension Officer.*
*(Deputy Panchayat Officer).*

ANNEXURE III.

*Form of Receipt Bill to be given by Panchayats.*

Audit Register. Voucher Number

Page

Received the sum of Rs. authorised for payment as Village House-tax Matching Grant for the half-year ended 30th September 19 /31st March 19 .

Signature:
Designation:

*President of Panchayat.*

Countersigned.
Signature:
Designation:

*Panchayat Extension Officer.*

Pay Rupees
District;
Date:

Treasury Officer.
Accountant.

(For use in the office of the Accountant-General, Madras.)
Admitted in full.

*Auditor.*

*Superintendent.*

(Vide G.O. Ms. No. 1331, L.A., 9th August 1960.)

## CONSTITUTION OF "VILLAGE PANCHAYATS CONSOLIDATED FUND".

1. According to the existing orders, every panchayat, class I (Town) and class II (Village), should open and maintain a Banking Account (Personal Deposit Account) with the nearest Government sub-treasury or treasury. The executive authority, i.e., the executive officer in the case of notified class I (Town) panchayats and the president in the case of class II (Village) panchayats should operate by cheque on the amount at the credit of the panchayat in the sub-treasury or treasury for meeting bills relating to the panchayat.

2. The procedure for lodging and operating the funds of the panchayats in Government treasuries is laid down in instruction No. 3 in Chapter IV of the Madras Treasury Code, Volume 1. The payments due to the panchayats in respect of land cess, surcharge on stamp duty, grants in lieu of magisterial fines and fishery rentals are governed by instructions 38 and 38 (*a*) under Treasury Rule 16. The preparation of the plus-minus memoranda on account of each Local Fund Account is governed by Articles 110 and 111 of the Madras Account Code, Volume II.

3. The procedure referred to above has now to be reviewed in the light of the provisions of the Madras Panchayats Act, 1958, mentioned below :—

(i) The proviso to section 92 of the Madras District Boards Act, 1920, provides that one-fourth of the land-cess collected in a panchayat area shall be credited to the panchayat fund. Under this provision the officers of the Land Revenue Department calculate the amount due to the panchayats under the Act and credit the amounts to the accounts of the panchayat concerned with the Government treasury. But section 115 (4) (*c*) of the Madras Panchayat Act, 1958, empowers the Panchayat Union Council to fix the percentage of the proceeds of the local cess which shall be credited to the Village Panchayat Fund. The percentage may vary from year to year subject to the maximum fixed in the Act and the amounts to be credited to the village panchayats has to be calculated by the Panchayat Union office instead of the Land Revenue Department as at present.

(ii) Section 67 of the Madras Village Panchayats Act, 1950, provides for the levy of surcharge on stamp duty on transfers of property. An account of the stamp duty surcharge levied and collected on behalf of panchayats is maintained by the Registration Department separately for each panchayat. The said account is consolidated quarterly for each panchayat and the consolidated accounts for each quarter are forwarded to the Accountant-General, Madras. The Accountant-General, Madras, issues necessary authorization on treasuries for payment of the amounts to the

panchayats concerned. Section 124 of the Madras Panchayats Act, 1958, is exactly similar to section 67 of the Madras Village Panchayats Act, 1950, except in regard to the manner of distribution of the collection to the various panchayats in a Panchayat Union. Under the new Act the amounts collected in the Panchayat Development Block as surcharge on the stamp duty on transfers of property shall be pooled every year and distributed among all the village panchayats in the block in proportion to the land revenue of the village. So under the new Act amounts collected in every Panchayat Development Block should be ascertained first and the distribution has to be calculated by the Panchayat Union Office.

(iii) Section 195 of the Madras Panchayats Act, 1958, empowers the State Government to direct the distribution of the net proceeds of the Entertainments Tax between the Panchayat Union Council and the panchayats functioning in a Panchayat Development Block on such proportion as the State Government may fix. Though the existing procedure for the adjustments of the collections and distribution may have to be continued until such directions are issued, the procedure will have to be changed as soon as such directions are issued and the calculations of the amount payable to each panchayat has to be done at the Panchayat Union Office.

4. It will thus be seen that a considerable proportion of the amounts payable to the various panchayats in a Panchayat Development Block will have to be apportioned and credited to the panchayats by the Panchayat Union authorities.

5. Apart from this, it has been repeatedly represented that under the present arrangement, each sub-treasury has to maintain Personal Deposit Accounts for more than 100 panchayats and this load will increase further when the panchayat coverage is completed. Practical difficulties in posting the pass-book of the Personal Deposit Accounts up-to-date and obtaining the acceptance of the certified balance at the end of the financial year have been expressed. It is also considered desirable that in view of the likelihood of the volume of transactions in each panchayat increasing on account of implementation of the Madras Panchayats Act, 1958, and increase in tempo of development during the successive Plan periods, arrangements should be so devised to enable the Panchayat Presidents to obtain their requirements of cash without much inconvenience and such arrangements should take advantage of the additional facilities that are now being provided for the efficient functioning of the Panchayat Union Offices. In addition, the new arrangement should also provide for a more intensive and helpful guidance at the lower level.

6. The following additional administrative arrangements which have now been made at the Panchayat Union level have also to be taken note of. Each Panchayat Union will have a Panchayat Extension Officer who will guide and assist the panchayats in their work and in the maintenance of their accounts. Each Panchayat Union Office will have a Manager, a trained Accountant and a Cashier.

7. After carefully considering all the above factors, the Government direct as follows :—

(i) The present system of each Village Panchayat maintaining a separate Personal Deposit Account with the sub-treasury should be abolished with effect from the date of inauguration of the Panchayat Union in which the concerned panchayats lie. A Personal Deposit Account shall be maintained in the sub-treasury of a taluk in which the Panchayat Union is situated on behalf of all the village panchayats included in the Panchayat Union by the Panchayat Union Commissioner. This Personal Deposit Account on behalf of all the village panchayats in the Panchayat Union shall be called "the Village Panchayats Consolidated Fund". The Panchayat Union Commissioner shall maintain a cash chest to enable the constituent village panchayats to operate on and obtain their requirements of cash from time to time. The Panchayat Union Commissioner shall maintain separate accounts for each village panchayat in his own office. A memorandum outlining the procedure for the maintenance and operation of the cash chest, the procedure for remitting into and withdrawing moneys from the cash chest by the village panchayats, the forms of accounts to be maintained and rendered, is appended to this order.

(ii) This Village Panchayats Consolidated Fund Account maintained at the Panchayat Union Office will be subject to audit by the Examiner of Local Fund Accounts.

(Vide G.O. No. 1428, L.A., 24th August 1960.)

## APPENDIX.

### Memorandum of instructions for the maintenance of Village Panchayats Consolidated Fund.

The Village Panchayats Consolidated Fund will consist of all receipts on behalf of all the panchayats in a Panchayat Union in respect of the following items:—

(1) local cess adjusted to the credit of the panchayats under section 115 (4) (*c*) of the Madras Panchayats Act, 1958;

(2) the duty on transfers of property adjusted to the credit of the panchayats under section 124 (3) (*a*) of the Act;

(3) the magisterial fines;

(4) the licence fees;

(5) entertainment tax adjusted to the credit of the panchayats;

(6) the Village House Tax Matching grant adjusted to the credit of the panchayats;

(7) the various development grants adjusted to the credit of the panchayats;

(8) the various taxes collected on behalf of the panchayats by the land revenue staff under section 126 and credited to the account of the panchayats; and

(9) remittances of collections made by the panchayats, etc.

The Village Panchayats Consolidated Fund is maintained on behalf of all the village panchayats in a Panchayat Development Block by the Panchayat Union Commissioner and a personal deposit account in respect of the fund is maintained in the sub-treasury of the taluk in which the Panchayat Union is situated.

2. The operation of the personal deposit account with the sub-treasury will be governed by Treasury Rule 16, Instruction 22 of the Madras Treasury Code.

3. In order to enable the Panchayat Presidents to draw their requirements of cash from time to time and to remit their own collections, a cash chest will be maintained in the office of the Panchayat Union. The cash chest will be operated on a double lock system and the two keys of the locks should be with the Cashier and the Manager of the Panchayat Union Office. The balance in the cash chest shall at no time exceed Rs. 3,000. If at any time it exceeds Rs. 3,000 such excess shall be remitted immediately into the sub-treasury to the credit of the Village Panchayats Consolidated Fund Account.

4. At present the Presidents of Panchayats have been empowered to open and maintain accounts with post office savings bank to the extent of Rs. 1,000. This facility will be continued subject, however, to the following conditions, namely:—

(i) that only such of those panchayats as are situated five miles beyond the Block Headquarters and a post office savings bank is available at a nearer distance to them will be allowed to have an account with post office savings bank;

(ii) that the amount at the credit of the panchayat in the post office savings bank does not at any time exceed Rs. 500; and

(iii) that remittances to the post office savings bank are made only by transfer of funds from the Panchayat Union cash chest and not otherwise, that is to say, no revenues collected shall be credited direct to the post office savings bank. The Panchayat President shall not be entitled to appropriate the receipt towards current expenditure. All collections of panchayat revenues whether by the Presidents of the Panchayats or the Village Officers shall be credited into the Panchayat Union cash chest at suitable intervals and at least once a month. If, however, the collection at any time exceeds Rs. 100, the amount shall be immediately remitted into the Panchayat Union cash chest. The remittances shall be made on a chalan in V.P.C. Form No. 1.

(iv) The remittances into the cash chest shall be kept separate and remitted periodically into the sub-treasury. The remittances shall on no account be utilized for disbursements to panchayats. The ceiling of Rs. 3,000 for the cash chest will include the amounts kept in deposit as remittances before their despatch to sub-treasury.

5. Moneys will be withdrawn from the Panchayat Union cash chest by the Presidents of the Panchayats by presenting a pay order form in V.P.C. Form No. 2 presented at the Panchayat Union Office. When payments are to be made to third parties for sums larger than Rs. 30, the pay order shall be drawn in the name of the third party concerned.

6. In the case of remittances, the remittance chalan (V.P.C. Form No. 1) in duplicate along with the cash shall be presented to the Accountant of the Panchayat Union Office. After scrutiny of the chalan, the Accountant shall give the chalan a number which will correspond to the number in the number book (V.P.C. Form No. 3) to be maintained by him and send the chalan to the Cashier who shall (i) receive the cash; (ii) initial chalan in token thereof, (iii) assign the chalan, a number which will correspond to the number in his chitta (V.P.C. Form No. 4) and (iv) stamp the chalan. The chalan thereupon shall be sent to the Panchayat Union Manager who shall sign the chalan in acknowledgment of the receipt of the money, enter the chalan number and the amount received in his number book (V.P.C. Form No. 3) for receipts and return the original of the chalan to the remitter passing on the duplicate to the Accountant at the end of the day after the chalans have been tallied with the chitta and the number books of the Manager and the Accountant at the closing of the accounts for the day. The Accountant shall give credit to the concerned panchayat in his ledger which is to be maintained in V.P.C. Form No. 5.

7. When a pay order is presented at the Panchayat Union Office, it shall first be received by the Accountant who shall verify whether there is sufficient amount to the credit of the panchayat and whether the signature of the Panchayat President agrees with the specimen already available in the Panchayat Union Office. He shall assign the pay order a number corresponding to the number in the number book to be maintained by him in V.P.C. Form No. 6. He shall thereupon write the pass order on the back of the pay order after obtaining the signature of the bearer and getting him identified. The pay order will then be passed on to the Panchayat Union Manager who shall sign the pass order, assign the pay order form a number corresponding to the number in his number book for disbursements (V.P.C. Form No. 6). It shall thereupon be delivered to the Cashier for payment. The Cashier will pay the sum to the bearer of the pay order after obtaining his acknowledgment on the pay order itself. The Cashier shall enter the payment in the register of payments (V.P.C. Form No. 7) along with the number of the number book and stamp the pay order. A useful method of effecting identification will be to instruct the Panchayat Presidents whenever they themselves do not appear at the Panchayat

Union office for encashment of pay orders to get the bearer's signature attested by themselves on the back of the pay order. The "paid" pay order will be treated as a voucher and at the end of the day after it had been tallied with the number books of the Manager and Accountant and register of payment will be passed on to the Accountant who will debit the concerned Panchayat Accountant.

8. The Cashier shall maintain the following registers:—

(1) The Village Panchayats Consolidated Fund Chitta (V.P.C. Form No. 4).

(2) The register of payments to Village Panchayats (V.P.C. Form No. 7).

The Manager shall maintain—

(1) Village Panchayats Consolidated Fund number book for receipts (V.P.C. Form No. 3).

(2) Village Panchayats Consolidated Fund number book for payments (V.P.C. Form No. 6).

The Accountant shall maintain—

(1) Village Panchayats Consolidated Fund number book for receipts (V.P.C. Form No. 3).

(2) The Village Panchayats Consolidated Fund ledger (V.P.C. Form No. 5).

(3) Village Panchayats Consolidated Fund number book for payments (V.P.C. Form No. 6).

(4) Abstract of transactions relating to the Village Panchayats Consolidated Fund (V.P.C. Form No. 8).

(5) Village Panchayats Consolidated Fund cash book (V.P.C. Form No. 9).

The forms for the above registers given in the Annexure to this Memorandum by themselves are self-explanatory.

9. *Village Panchayats Consolidated Fund ledger.*—This should be maintained in V.P.C. Form No. 5. Separate folios will be allotted for each village panchayat. The entries in the register will be made from the chalans and paid pay orders by the Accountant. In addition in respect of credit by transfers to the Village Panchayats Consolidated Fund Account, the entries in the register shall be made from the advices received. The total of the Village Panchayats Consolidated Fund ledger should agree with the balance in the personal deposit account in respect of Village Panchayats Consolidated Fund in the sub-treasury and the cash balance in the cash chest.

10. *Abstract of transactions to the Village Panchayats Consolidated Fund.*—This will be maintained in V.P.C. Form No. 8 and will be posted at the end of each month from the ledger. This will show the opening balance, total credits, total debits and closing balance in each month and the sum total of closing balance as per this register should

be agreed with the closing balance as per Village Panchayats Consolidated Fund cash book which will be maintained in V.P.C. Form No. 9 and posted daily from the chalans, paid pay orders and other transfer entries. Reference to the ledger folio should also be given to facilitate easy check with the ledger.

11. *Statements and returns.*—The Accountant shall prepare for each Village Panchayat a monthly statement of deposits and withdrawal in V.P.C. Form No. 10 in triplicate from the ledger and submit it to the Commissioner for his signature. The statements shall be sent to the executive authorities of the Village Panchayats on or before 10th of the month following, one copy thereof will be retained in the Village Panchayat office and the two copies returned to the Panchayat Union on or before 20th of the month following with the certificate of acceptance of the balance amount. The receipt of the certificates should be watched by the Accountant. One copy of the certificate shall be retained by the Accountant and another copy shall be forwarded to the Panchayat Extension Officer for his use in audit. At the end of each financial year, the Accountant shall prepare a certificate for the balance in respect of the Village Panchayats Consolidated Fund, after due reconciliation of figures in the Village Panchayats Consolidated Fun l ledger and treasury pass book and submit it to the Commissioner. The certificate will be appended to the Annual Account.

12. The Accountant shall prepare for each day a daily sheet of transactions relating to the Village Panchayats Consolidated Fund from the chalans and vouchers received during the day in V.P.C. Form No. 11. The statements should be sent to the District Inspector of Local Fund Accounts on the next working day. Even when there is no transaction a ' Nil ' statement should be sent. The certificate at the foot of the statement should be signed by the Accountant and Manager. The cashier shall at the end of each day prepare a daily cash balance report in respect of Village Panchayats Consolidated Fund in V.P.C. Form No. 12. The report shall be signed by the Cashier and the Manager and shall be sent to the District Inspector of Local Fund Accounts for each day on the next working day. The balance arrived at should agree with that of the cash book. The cash balance of each day shall be verified by the Manager and the fact recorded in the cash book.

13. The sub-treasury officer shall prepare an abstract of transactions in the Personal Deposit Account in the prescribed form every week and shall send it to the District Inspector of Local Fund Accounts.

## ANNEXURE.

### V.P.C. Form No. 1.

VILLAGE PANCHAYATS CONSOLIDATED FUND.

*Chalan for Remittance.*

(To be retained in the Panchayat Office.)

1 No.

2 Date. 19 .

3 Amount, Rupees (in words)

Clerk. Executive Authority.

Signature of the messenger entrusted with the remittances.

*Particulars of money remitted.*

| Currency notes. | Number. | Amount. RS. nP. |
|---|---|---|
| Rs. 100 .. .. | | |
| Rs. 10 .. .. | | |
| Rs. 5 .. .. | | |
| Rs. 2 .. .. | | |
| Re. 1 .. .. | | |
| Total, Notes .. | | |
| Cash. | | |
| Whole rupees .. | | |
| Fifty Naye Paise .. | | |
| Twenty-five Naye Paise. | | |
| Ten Naye Paise .. | | |
| Five Naye Paise .. | | |
| Two Naye Paise .. | | |
| One Naya Paisa .. | | |
| Grand Total .. | | |

### V.P.C. Form No. 1.

VILLAGE PANCHAYATS CONSOLIDATED FUND.

*Chalan for Remittance.*

(To be returned to the Panchayat Office after being duly receipted by the Commissioner of the Panchayat Union, and to be pasted to the Counterfoil concerned.)

To
The Commissioner,
............Panchayat Union.

Sir,
Please receive the sum of Rs.
(in words)
and credit the same to the account of this Panchayat.

Clerk. Executive Authority.

Received Rs. (in words)
and credited to the account of the above Panchayat.

Dated 19 .

*Particulars of money remitted.*

| Currency notes. | Number. | Amount. RS. nP. |
|---|---|---|
| Rs. 100 .. .. | | |
| Rs. 10 .. .. | | |
| Rs. 5 .. .. | | |
| Rs. 2 .. .. | | |
| Re. 1 .. .. | | |
| Total Notes .. | | |
| Cash. | | |
| Whole rupees .. | | |
| Fifty naye Paise .. | | |
| Twenty-five naye Paise. | | |
| Ten naye Paise .. | | |
| Five naye Paise .. | | |
| Two naye Paise .. | | |
| One naya Paisa .. | | |
| Grand Total .. | | |

### V.P.C. Form No. 1.

VILLAGE PANCHAYATS CONSOLIDATED FUND.

*Chalan for Remittance.*

(To be retained in Panchayat Union Office.)

To
The Commissioner,
..........Panchayat Union.

Sir,
Please receive the sum of Rs.
(in words)
and credit the same to the account of this Panchayat.

Clerk. Executive Authority.

Received Rs. (in words)
and credited to the account of the above Panchayat.

Dated 19 . Cashier.
Commissioner.

*Particulars of money remitted.*

| Currency Notes. | Number. | Amount. RS. nP. |
|---|---|---|
| Rs. 100 .. .. | | |
| Rs. 10 .. .. | | |
| Rs. 5 .. .. | | |
| Rs. 2 .. .. | | |
| Re. 1 .. .. | | |
| Total. Notes .. | | |
| Cash. | | |
| Whole Rupees .. | | |
| Fifty naye Paise .. | | |
| Twenty-five naye Paise. | | |
| Ten naye Paise .. | | |
| Five naye Paise .. | | |
| Two naye Paise .. | | |
| One naya Paisa .. | | |
| Grand Total .. | | |

G.B.—9A

**V.P.C. Form No. 2.**

VILLAGE PANCHAYATS CONSOLIDATED FUND.

Book No. P.O. NO.
Name of Village Panchayat
Dated 19 .
On

The Commissioner,
Panchayat Union.

Pay to
Rupees
on account of (Purpose to be specified).
Initials of Executive Authority.

**V.P.C. Form No. 2.**

VILLAGE PANCHAYATS CONSOLIDATED FUND.

Book No. P. O. No.

*Pay Order.*

Dated 19 .

To
The Commissioner,
Panchayat Union.

Pay to /bearer
Rupees
and charge the same against the account of this Panchayat.
Rs.
Panchayat Seal.

*N.B.*—The Pay Order is current for one month only from the date of issue.

REVERSE.

Specimen signature of bearer/party/messenger.
Attested.
Contents received.
Executive Authority.
Signature of bearer/party/
messenger
receiving payment.

(For the Panchayat Union office use)
Ledger Folio No.
Amount at credit Rs.
Amount required for Payment. Rs.
Amount passed for payment. Rs.
Balance. Rs.

Pay Rs. ( ) Rupees
Accountant. Commissioner
Paid in cash.

Cashier.

## V.P.C. Form No. 3.

MANAGER'S / ACCOUNTANT'S NUMBER BOOK FOR RECEIPTS.

| Date. | Serial number. | Name of Village Panchayat from which received. | Name of the messenger. | Amount received in cash. | Initials of Manager / Accountant. | Remarks. |
|---|---|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) | (6) | (7) |
| | | | | RS. NP. | | |

## V.P.C. Form No. 4.

VILLAGE PANCHAYATS CONSOLIDATED FUND CHITTA.

| Date. | Serial number. | Amount received. | Daily total. | Amount remitted in the treasury. | Treasury chalan number and date. | Initials of cashier. | Initials of the Manager. |
|---|---|---|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) |
| | | RS. NP. | RS. NP. | RS. NP. | | | |

## V.P.C. Form No. 5.

### Village Panchayats Consolidated Fund Ledger.

Name of the Village Panchayat

| Date. | Number of chalan or pay order. | Name of person by whom deposited or to whom paid. | Amount received. | Amount paid. | Balance after each transaction. | Commissioner's initials. |
|---|---|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) | (6) | (7) |
| | | | RS. nP. | RS. nP. | RS. nP. | |

If there be large number of transactions on the same day the balance need not be struck after each transaction; but the Commissioner, if there be any possibility of an overdrawal, should by totaling the items of receipts and refunds and striking the balance whenever necessary, satisfy himself that the balance is not overdrawn. The Commissioner should, however, invariably strike a total at the end of day's transaction over his own signature.

## V.P.C. Form No. 6.

### Manager's/Accountant's Number book for payments.

| Date. | Serial number. | Name of Village Panchayats. | Name of messenger. or Agent to whom Payable. | Book/Pay order Number. | Amount at credit. | Amount paid. | Initials of Manager./Accountant. | Remarks |
|---|---|---|---|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8 | (9 |
| | | | | | RS. nP. | RS. nP. | | |

## V.P.C. Form No. 7.

REGISTER OF PAYMENTS FROM VILLAGE PANCHAYATS CONSOLIDATED FUND
(TO BE MAINTAINED BY CASHIER).

| Date. | Serial number. | Number as per number Book. | Book No. / P.O. No. | Amount paid. | Daily total. | Initails of Cashier. | Initials of Manager. |
|---|---|---|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) |
| | | | | RS. NP. | RS. NP. | | |

## V.P.C. Form No. 8.

ABSTRACT OF TRANSACTIONS RELATING TO THE VILLAGE PANCHAYATS CONSOLIDATED FUND.

| | April. | | | | May. | | | |
|---|---|---|---|---|---|---|---|---|
| Name of Village Panchayat. | Opening Balance. | Receipts | Charges. | Closing balance. | Opening balance. | Receipts. | Charges. | Closing balance. |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) | (9) |
| | RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP | RS. NP. | RS. NP. | RS. NP. |

| June. | | | | July. | | | |
|---|---|---|---|---|---|---|---|
| Opening balance. | Receipts. | Charges. | Closing balance. | Opening balance. | Receipts. | Charges. | Closing balance. |
| (10) | (11) | (12) | (13) | (14) | (15) | (16) | (17) |
| RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. |

**V.P.C. Form No. 8—*cont.***

ABSTRACT OF TRANSACTIONS RELATING TO THE VILLAGE PANCHAYATS CONSOLIDATED FUND—*cont.*

| August. | | | | September. | | | |
|---|---|---|---|---|---|---|---|
| Opening balance. (18) | Receipts. (19) | Charges. (20) | Closing balance. (21) | Opening balance. (22) | Receipts. (23) | Charges. (24) | Closing balance. (25) |
| RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. |

| October. | | | | November. | | | |
|---|---|---|---|---|---|---|---|
| Opening balance. (26) | Receipts. (27) | Charges. (28) | Closing balance. (29) | Opening balance. (30) | Receipts. (31) | Charges. (32) | Closing balance. (33) |
| RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. |

| December. | | | | January. | | | |
|---|---|---|---|---|---|---|---|
| Opening balance. (34) | Receipts. (35) | Charges. (36) | Closing balance. (37) | Opening balance. (38) | Receipts. (39) | Charges. (40) | Closing balance. (41) |
| RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. |

| February. | | | | March. | | | |
|---|---|---|---|---|---|---|---|
| Opening balance. (42) | Receipts. (43) | Charges. (44) | Closing balance. (45) | Opening balance. (46) | Receipts. (46) | Charges. (48) | Closing balance. (49) |
| RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. | RS. NP. |

## V.P.C. Form No. 9.

VILLAGE PANCHAYATS CONSOLIDATED FUND.

*CASH BOOK.*

(To be maintained by the Accountant.)

*Receipts.*

| Date of receipt. | Chalan number. | Ledger folio number. | Particulars. | Amount. Cash. | Amount. Bank or treasury. |
|---|---|---|---|---|---|
| (1) | (2) | (4) | (4) | (5) RS. NP. | (6) RS. NP. |

*Cr.*

*Payments.*

| Date of payment. | Pay order number. | Ledger folio number. | Particulars. | Amount. Cash. | Amount. Bank or treasury. | Number of cheque. | Initials of commissioner. | Remarks. |
|---|---|---|---|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) RS. NP. | (6) RS. NP. | (7) | (8) | (9) |

## V.P.C. Form No. 10.

STATEMENT OF DEPOSITS IN AND WITHDRAWALS FROM THE VILLAGE PANCHAYATS CONSOLIDATED FUND FOR THE MONTH OF 19 .

(The statement should be sent to the Executive Authorities of Village Panchayats in triplicate on or before the 10th of the month following. One copy should be retained in the Village Panchayat Office and the other two copies should be returned to the Panchayat Union with the certificate of acceptance of the balance on or before the 20th of the month following.)

Name of Panchayat..............................

| Date. | Number of chalan or pay order. | Name of person by whom deposited or to whom paid. | Amount received. | Amount paid. | Balance. |
|---|---|---|---|---|---|
| (1) | (2) | (3) | (4) RS. NP. | (5) RS. NP. | (6) RS. NP |

## V.P.C. Form No. 11.

....................Panchayat Union.
....................District.

Daily sheet of transactions relating to the Village Panchayats Consolidated Fund maintained by Panchayat Union ( district) for the day of 19 . (To be sent to the District Inspector of Local Fund Accounts at the end of each day together with the chalans and the paid cheques. Even where there is no transaction, a nil statement should be sent.)

| Ledger folio number. | Name of Village Panchayat from which received or to which paid. | Chalan or pay order number. | Amount received. | Amount paid. |
|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) |
| | | | RS. NP. | RS. NP. |
| | | | Total. | |

Certified that necessary entries have been made in the cash book and in the Village Panchayats Consolidated Fund Ledger.

Certified that no over payment has been made to any of the Village Panchayats.

(Sd.) ————————, (Sd.) ————————,
*Accountant.* *Manager.*

To

The District Inspector of Local Fund Accounts

## V.P.C. Form No. 12.

..................Panchayat Union.

..................District.

Daily cash balance report for the Village Consolidated Fund (to be sent to the District Inspector of Local Fund Accounts for each day on the next working day).

| | | |
|---|---|---|
| 1 Report for the transactions held on | | |
| 2 If the report is not sent on the next date the reason for the interval should be explained as to whether Sunday or holiday, etc. | | |
| 3 Date for which previous report was sent | | |
| 4 Cash balance according to the previous report | Rs. | |
| 5 Cash received this day as per chitta | Rs. | |
| 6 Amount withdrawn on self cheques | Rs. | |
| Total | Rs. | |
| 7 Cash expended this day as per register of payments | Rs. | |
| 8 Amount remitted into the Government Treasury/Bank | Rs. | |
| * Balance | Rs. | |

* Note.—This amount should not exceed Rs. 3,000.

Compared with the entries in the connected records and registers of this office and found to agree.

Cashier. Manager.

To

The District Inspector of Local Fund Accounts

Particulars of money under custody.

| *Currency notes.* | *Number.* | *Amount.* RS. nP. |
|---|---|---|
| Rs. 100 .. .. .. | | |
| Rs. 10 .. .. .. | | |
| Rs. 5 .. .. .. | | |
| Rs. 2 .. .. .. | | |
| Re. 1 .. .. .. | | |
| Total Notes .. | | |

V.P.C. Form No. 12—*cont.*

*Cash*—

Whole rupees .. ..
Fifty naye Paise .. ..
Twenty-five naye Paise ..
Ten naye Paise .. ..
Five naye Paise .. ..
Two naye Paise .. ..
One naya Paisa .. ..

(Rupees nP. only.) Grand Total .. ———

(Sd.) ————, (Sd.) ————,

*Cashier.* *Manager.*

## LEVY OF LOCAL CESS.

Section 115 (1) of the Madras Panchayats Act, 1958 provides that there shall be levied in every "Panchayat Development Block", a local cess at the rate of 45 naye Paise on every rupee of land revenue payable to the Government in respect of any land for every fasli. Section 115 (4) provides for the distribution of the proceeds of the local cess between the Panchayat Union and the Panchayats in the Panchayat Development Block.

2. Steps have been taken to notify under Section 7 (3) of the Act, Panchayat Development Blocks in three batches—the first batch from 13th April 1960, the second from 2nd October 1960 and the third from 13th April 1961. Panchayat Union Councils will be constituted for these Panchayat Development Blocks under section 11 of the Act with effect from 2nd October 1960, 13th April 1961 and 2nd October 1961 respectively. The question has arisen from what date the provisions of section 115 of the Act referred to in paragraph 1 above should be given effect to.

3. The local cess referred to in paragraph 1 above represents the consolidated amount of (*a*) the land cess (12 naye Paise) levied under the Mardas District Boards Act, 1920; (*b*) the Education Cess (19 naye Paise) levied under the Madras Elementary Education Act, 1920; and (*c*) the additional surcharge on land revenue (13 naye Paise) levied under the Madras Land Revenue (Additional Surcharge) Act, 1955. The proceeds of the consolidated local cess are to be distributed between the Panchayat Unions and the Panchayats in a manner different from that prescribed for the distribution of the land cess, the Education Cess and the Additional Surcharge on Land Revenue between District Boards and Panchayats.

4. Under section 13 (1) of the Madras Panchayats Act, 1958, the other three Acts referred to in paragraph 3 above stand repealed in the Panchayat Development Block only with effect from the dates on which Panchayat Union Councils are constituted under section 11 and not from the dates from which Panchayat Development Blocks are notified. It has, therefore been considered that, until Panchayat Union Councils are constituted for Panchayat Development Blocks, the cesses leviable under the three Acts referred to above should continue to be levied and that it is desirable to levy the local cess under section 115 of the Madras Panchayats Act, 1958 in the Panchayat Development Blocks from the date of the constitution of Panchayat Union Councils in respect of these Blocks.

5. The first and the third batches of Panchayat Union Councils will come into being in the middle of the years 1960-61 and 1961-62 respectively; while the second batch of Panchayat Union Councils will come into existence from the beginning of 1961-62. As it is difficult to introduce the levy and distribution of the local

cess from the middle of a year, it is considered desirable to bring into force the taxation provisions of the new Act (i.e. the Madras Panchayats Act, 1958) from the beginning of an official year. The Government have, therefore, decided that the local cess should be collected on the old basis under the existing Acts during fasli 1370 i.e., for the year 1960–61 and that the provisions of the new Act should be given effect to from fasli 1371 i.e. from 1961–62.

(Vide G.O. No. 1499, L.A., dated 7th Sptember 1960).

## ENTERTAINMENTS TAX.

With the constitution of Panchayat Union Councils in (Panchayat) Development Blocks, a fund called "Village Panchayat Consolidated Fund" will be created in every Panchayat Union. Attention is, in this connection, invited to orders in G.O. No. 1428 L.A., dated 24th August 1960. All amounts due to village panchayats in the Panchayat Union will be credited to this fund. The amounts relating to this fund are lodged in the respective Government Treasury. For this purpose a banking account will be maintained by the Sub-Treasury in the name of the Panchayat Union Commissioner on behalf of all the Panchayats in the Panchayat Union.

2. The attention of all Commercial Tax Officers is invited to section 195 of the Madras Panchayats Act, 1958. The Commercial Tax Officers are informed that in future copies of the orders sanctioning the payment of amounts of entertainments tax due to the village (minor) panchayats should be communicated to the Panchayat Union Commissioner of the Panchayat Union instead of to the District Panchayat Officer as at present. The Panchayat Union Commission will prefer the claim for the amounts so sanctioned and get the amounts adjusted to the credit of the Panchayat Union (General) Fund in the first instance and transfer the amounts due to the Village Panchayats to the Panchayats consolidated fund and arrange to give credit to the individual Village Panchayats in the Ledger in the manner prescribed in Government Memorandum No. 160974/L2/60-2, L.A., dated 15th September 1960 by minus credit to the Panchayat Union General Fund. In the case of Town Panchayats, however, the existing banking account with the Government Treasury will be continued and the amounts due to them may, as usual, be paid by book adjustment to the credit of the Town Panchayat. Copies of orders sanctioning the payment of amounts of entertainments tax to the Town (Major) Panchayat should, however, be communicated to the Divisional Panchayat Officers instead of to the Inspector of Municipal Councils and Local Boards.

(Vide G.O. Ms. No. 1662, L.A., dated 7th October 1960.)

# BUDGET—ACCOUNTS—AUDIT

## BUDGET ESTIMATES—BLOCKS.

Consequent on the revision of the Community Development Programme, the Government have directed that the Overall Plans and Budget estimates of Stage I and Stage II Blocks should be approved by the Collectors in consultation with the Block Development Committees.

The Plans and Estimates of the blocks and proposes for diversion of funds, as the case may be, should be prepared by the Block Development Officers.

In preparing the Overall Plans and Budget Estimates, the following points should be taken note of—

(i) the provision of Rs. 12 lakhs per block in Stage I is inclusive of the expenditure incurred already under the old schematic pattern and will have to be utilized before the block completes its period of operations of five years from the date of its inauguration as National Extension Service Block;

(ii) all reverted National Extension Service Blocks should be treated as Stage II Blocks witt effect from 1st April 1959 and be allotted Rs. 1 lakh per year for the rest of the Second Plan.

(iii) the Overall Plan and Budget Estimates for each Stage II Block should be prepared for each year. The allotment of Rs. 1 lakh per year need not necessarily be split up *pro rata* among the various schematic heads but provision may be made for funds under each schematic heads according to local conditions and requirements within the Overall ceiling. There should however be proportionate expenditure under Agriculture and Irrigation.

(iv) A programme for Agricultural Extension work for increasing productivity from land should be embodied in the block plan.

[G.O. No. 823, Pub. Admn. (R.D.P), dated 13th March 1959.]

## COMMUNITY DEVELOPMENT PROJECT—PLANNING AND EXECUTION OF SCHEMES THROUGH PANCHAYATS AND OTHER VILLAGE INSTITUTIONS.

The schematic budget for a Stage I block should be regarded as forming three categories :—

| | RS. IN LAKHS. |
|---|---|
| 1 Block personnel, Transport, Office, Housing, equipments and Primary Health Centre. | 4·55 |
| 2 Agriculture, Irrigation Rural Arts and Crafts .. .. .. | 4·55 |

| | RS. IN LAKHS. |
|---|---|
| 3 Items of expenditure which could be treated as "Local works"— | |
| (i) Non-Recurring— | |
| Drinking water supply .. .. .. .. .. | 0·50 |
| Drainage and Sanitation .. .. .. .. .. | 0·25 |
| Education .. .. .. .. .. .. .. | 0·45 |
| Social Education .. .. .. .. .. .. | 0·30 |
| Communication .. .. .. .. .. .. | 0·85 |
| (ii) Recurring— | |
| Education and Social Education .. .. .. .. | 0·55 |
| Total .. | 2·90 |

Similarly, the schematic budget for a Stage II Block should also be regarded as forming three distinguishable categories :—

| | RS. IN LAKHS. |
|---|---|
| 1 Block personnel, Transport, rural housing . .. .. .. | 1·15 |
| 2 Agriculture, Irrigation, Rural Arts, Crafts .. .. .. | 1·85 |
| 3 Items of expenditure which could be treated as "Local Works"— | |
| (i) Non-Recurring— | |
| Health and Rural Sanitation .. .. .. .. | 0·50 |
| Education .. .. .. .. .. .. .. | 0·50 |
| Social Education .. .. .. .. .. .. | 0·15 |
| Communication .. .. .. .. .. .. | 0·50 |
| (ii) Recurring— | |
| Social Education .. .. .. .. .. .. | 0·35 |
| Total .. | 2·00 |

Expenditure on schemes falling under category II in Stage I and II blocks should, to the extent possible, be incurred through the Agency of village co-operatives. Accordingly all loans and subsidies, available under the heads mentioned in category II and available to private individuals, should be made available to co-operative also, preference being given to the co-operatives.

The expenditure on local works detailed under category III should invariably be incurred through the agency of Panchayats and other local departmental agency.

A work which benefits more than one panchayat may be entrusted, pending constitution of Panchayat Union, to *ad hoc* local committees consisting of representatives of all the Panchayats which stand to benefit from the work or to statutory joint committees constituted under section 39 of the Madras Panchayats

Act, 1950. In the former case, the entrustment of all work to an *ad hoc* committee of panchayats should be supported by a resolution of each of the panchayats participating in the scheme.

[G.O. No. 1150 (R.D.P.), dated 13th April 1959.]

## FORMULATION OF PANCHAYAT DEVELOPMENT SCHEMATIC BUDGET.

It is the settled policy of Government that the village people should be enabled to participate in the process by which successive Five-Year Plans of the State are framed and implemented. In pursuance of this policy, Government arranged to set up *ad hoc* Committees for the preparation of "Village Plans" and "Area Plans", as part of the provision of formulation of the Second Five-Year Plan during the year 1955.

2. Though these Committees functioned for a time and formulated proposals which were taken into consideration before the Second Five-Year Plan was finalized, and though this process did serve a useful purpose in familiarizing the village people with the concept of Five-Year Planning, the principal objective of Government was not fully realized; for the plans prepared by these Committees did not become operational.

(i) The reason, mainly, was that the plans then prepared for every village and every area assumed the availability of funds to be provided by the State Government to an extent which (though not in excess of the actual requirements in each case) added up for the State, as a whole, to an amount which was far in excess of the financial resources available to the Government.

(ii) Even if this major defect in planning procedure had been avoided or rectified, it would still have proved difficult to render the "Village Plans" and "Area Plans" operational, because there was no durable organization representative of the village people to which responsibility for executing the plans could have been entrusted.

3. The latter deficiency is now in process of being removed. The new Panchayats Act has made provision for the delimitation of Panchayat Development Blocks, the setting up of a Panchayat Union as the principal local administrative authority of every Block and the entrustment to such Panchayat Unions of the National Extension Service Scheme of Community Development. In pursuance of these processes, it is planned to divide the entire territory of the State (exclusive of Municipal Towns) into 374 Panchayat Development Blocks and constitute 374 Panchayat Unions in three successive batches, the last of which is planned to be in position by 2nd October 1961. The services of Block Development Officers, Extension Officers, Gramasevaks and other trained personnel grouped together as the National Extension Service

establishment in each Block will be placed at the disposal of the Panchayat Union Council of that Block, free of charge to the Panchayat Union. In this manner, conditions are being created whereby Block-level planning can be undertaken for the Third Plan period, by the governing bodies of Panchayat Unions, as representatives of the village people charged with responsibility not only for the formulation of a Five-Year Budget with planned development programmes but also the administration of the Budget and day-to-day implementation of the programmes throughout the Five-Year period.

4. The new Panchayats Act has set out in detail the resources of local taxation and finance which are placed at the disposal of Panchayat Unions and Panchayats. It provides also for a number of Government grants being paid annually to Panchayat Unions and Panchayats on a statutorily obligatory basis; and two of these grants are required to match the amount of new financial resources to be raised by Panchayat Unions and Panchayats. The extent to which these provisions can be utilized was surveyed by a Local Finance Sub-Committee appointed by the All-Party Committee of the Legislature on Local Administration. The Sub-Committee has formulated a 'Perspective Budget of Panchayat Administration' setting a target of 6 rupees per head of population as the realizable annual revenue of Panchayat Unions and Panchayats. The financial provisions of the new Panchayats Act together with the guidance given by the Sub-Committee have created conditions in which it is possible to provide a firm financial basis for Block-level-planning and thus remove the first of the two defects referred to in paragraph 2 above.

5. The 'Perspective Budget' framed by the Local Finance Sub-Committee was designed to provide the normal revenue needed for maintenance of Rural Welfare Services and Works at a higher level than hitherto; and it was exclusive of special provision required for Capital Outlay on Rural Welfare Works, it was also exclusive of financial resources required for development of production (agriculture, animal husbandry and village industries). In so far as responsibility for such development is entrusted to Panchayat Unions or Panchayats, it will be necessary to make available to them additional funds which—but for such entrustment—would be utilized directly by the State Government as part of the Five-Year Plan of the State. Provision of a firm financial basis necessary for Block-level-planning would be incomplete unless every Panchayat Union (or the Panchayat as the case may be) is enabled to know the amount of funds it can expect to get from the State Government as non-statutory Government grants during the Third Plan Period, and the conditions (especially in regard to the raising of matching local resources) which should be fulfilled in order to earn such grants.

6. The formulation of the Third Five-Year Plan of the State (as part of the National Five-Year Plan) has now reached a stage at which it becomes possible to ascertain the order of magnitude of the funds which would be available in the Third Five-Year Plan of the State; in part in the Schematic Budget of the National Extension Service Scheme of Community Development and in part in certain other related departmental development schemes included in the Third Five-Year Plan of the State. It is now possible to frame an estimate of the aggregate of all financial resources which become available as local funds to be administered by Panchayat Unions and Panchayats, thereby providing firm basis for the settlement of a Block Plan Budget for every Panchayat Development Block separately for the five years of the Third Plan period (viz., 1961–62 to 1965–66).

7. The conception of preparing Block Plan Budgets for the Third Plan period within the framework of an overall estimate of resources available for all Panchayat Development Blocks of the State as a whole was discussed by the Development Commissioner (at four Seminars recently held in Madras) with Collectors as well as elected representatives of the village people of 75 first batch Blocks in which Panchayat Unions are planned to be constituted on 2nd October 1960. The idea was well received, and was seen to be the key to successful implementation of the new Panchayats Act. The Development Commissioner subsequently discussed the details of financial provision with the departments concerned; and in agreement with them, he has submitted an estimate of Rs. 142 crores as the aggregate of financial resources anticipated to become available during the Third Plan period. The break-up of this total under different categories of local funds which will be maintained in all Panchayat Development Blocks of the State is as below :—

| | Total amount. (RS. IN CRORES.) |
|---|---|
| Panchayat Union (Education) Funds ... ... | 65 |
| Panchayat Union (General) Funds ... ... | 23 |
| Panchayat Union (Production) Funds ... ... | 12 |
| Total, Panchayat Union Funds ... ... | 100 |
| Village Panchayat Funds ... ... ... ... | 37 |
| Town Panchayat Funds ... ... ... ... | 5 |
| Grand total—All Funds in Panchayat Development Blocks. | 142 |

NOTE.— The estimate of rupees 142 crores includes not only the resources available for development, that is, for new works and new services, but also the resources necessary for continued maintenance of existing works and services at the level reached at the end of the Second Plan Period.

8. As there will be 374 Panchayat Development Blocks in the State, the foregoing estimate implies the availability of approximately Rs. 38 lakhs, on an average, in each Block. This amount is exclusive of the cost of National Extension Service establishments. This cost will continue to be borne by the State Government, even after the services of the staff are placed at the disposal of the Panchayat Unions free of charge to Panchayat Union Funds. Similarly, the estimate at Rs. 142 crores is also exclusive of all expenditure on loans, which are proposed to be dealt with separately.

9. A statement specifying 20 separate items of resources has been furnished with separate estimates adding up the total amount of Rs. 137 crores for all Panchayat Union Funds and Village Panchayat Funds (excluding Rs. 5 crores, the estimates for Town Panchayat Funds). The statement is annexed to this order (Annexure I). An explanatory note has also been furnished setting out in respect of each of these 20 items of resources, how the total for the State has been arrived at; in what manner the share of that total for each Panchayat Development Block can be fixed separately; and, in respect of every item of Government grant the purposes of utilisation of such grant as well as the conditions (if any) of its linkage with the raising of matching local resources. The proposals of the Development Commissioner embodied in the Explanatory Note constitute not only an estimate of financial resources available for Block-level-planning, but also an integrated pattern of financial assistance to be made available by the Government to Panchayats and Panchayat Unions. As such, it has been referred to as the Panchayat Development Schematic Budget of the State.

Government have examined this Panchayat Development Schematic Budget. They observe it has been framed generally on the basis of integration of (i) the "perspective Budget" of Panchayat Administration recommended by the Local Finance Sub-Committee of the All-party Committee of the Legislature on Local Administration, (ii) the Schematic Budget of the National Extension Service Scheme of Community Development as settled by the Government of India and (iii) certain other closely related departmental schemes of rural development.

10. There is, however, one important proposal embodied in the Panchayat Development Schematic Budget which requires specific approval of Government. According to the financial scheme recommended by the Local Finance Sub-Committee (for which statutory provision is made in the new Panchayats Act) the expenditure on education incurred every year by Panchayat Unions has to be divided into three slabs and financed as shown below :—

*First Slab.*—This is defined as equal to one rupee per head of block population. It has to be met entirely by a statutory Government Grant described as "Land Revenue Assignment".

*Second Slab.*—This will consist of so much of the actual expenditure as may be in excess of the First Slab subject however to a statutory ceiling of two rupees and 50 naye Paise per head of Block population. This has to be divided into two parts of which one part should be met by a Statutory Government Grant described as "Local Education Grant". The remaining part of the Second Slab has to be met by a Local Cess allocation as well as by transfer from the General Fund of the Panchayat Union. (The Local share of the Second Slab is to be 50 per cent in Class A Blocks, 40 per cent in Class B Blocks, 30 per cent in Class C Blocks and 20 per cent in Class D Blocks).

*Third Slab.*—This will consist of such expenditure, if any, as may be incurred in excess of the First Slab, as well as the statutory ceiling of the Second Slab. The Act makes no provision for meeting such expenditure; it is open to the Government to decide whether they should share such expenditure at all and if so what their share should be.

11. When the Local Finance Sub-Committee framed this scheme it was anticipated that the Third Slab would be reached in a very few Blocks only to begin with; and might become a general problem only towards the end of the Third Plan period, as a result of extending enrolment to all primary school-age children. Since then, however, the remuneration of teachers has been increased twice, and a comprehensive revision is now being undertaken in pursuance of the recommendations of the Pay Commission.

The cost of elementary education has, therefore, risen substantially. Unless special provision is made for off-setting such increased cost, it will not be possible to implement the financial scheme. To this end the Development Commissioner has proposed—

(i) that in order to meet the increased expenditure on the payment of higher salaries to teachers consequent on the increase in their remuneration, a Supplementary Education Grant should be paid to each Panchayat Union. The amount of Supplementary Education Grant payable to each Panchayat Union shall be an amount equal to twenty per cent of the salaries actually paid during the year to all elementary school teachers in the Panchayat Union (including Secondary Grade, Higher Elementary Grade and Lower Elementary Grade teachers) under the new scales of pay;

(ii) the expenditure on school-meals and social education should be financed outside the Second Slab, of which the statutory ceiling should apply only to the remuneration of teachers and Elementary School Contingencies.

Government accept these proposals of the Development Commissioner.

12. Government direct that it should be a condition of entrustment (under section 66 of the new Panchayats Act) of the execution of the National Extension Service Scheme of Community Development to the Panchayat Union constituted for any Panchayat Development Block, that the Panchayat Union should in association with all the Panchayats of the Block, prepare a Five-Year Budget, which may be referred to as the Block Plan Budget for the Third Plan period (viz., 1961–62 to 1965–66). This budget should furnish estimates of financial resources to be made available to all the funds maintained by the panchayat union and the panchayats, with details for all the items specified in the Panchayat Development Schematic Budget. The budget should be framed in accordance with the procedure prescribed. The budget should be discussed and adopted by the panchayat union and the panchayats concerned in respect of the parts relating to them. The District Collector should scrutinise the Block Plan Budget with reference to its conformity to the Panchayat Development Schematic Budget of the State and accord his approval in token of his verification of such conformity. The Development Commissioner is requested to issue instructions in respect of the details of procedure to be followed. These instructions should make it clear that the purpose of the Block Plan Budget will be as in the case of the Plan Budget of the State Government (at State level) to serve as a guide to planning at block level. It will be the financial framework within which individual development schemes may be framed and implemented during the Third Plan period. It will furnish the basis for the settlement of annual budgets required by law. In particular, it should be clearly understood that the settlement of a Block Plan Budget for any Block in conformity with the Panchayat Development Scheme Budget of the State will not, in itself, operate as financial sanction for payment of any Government grant. The issue of such sanction must continue to be based on provision made therefor in the Annual Budget of the State Government and the vote of the State Legislature.

[Vide G. O. No. 664, R. D. & L. A., dated 16th August 1960.]

# ANNEXURE I.

## Panchayat Development Schematic Budget.

### FINANCIAL STATEMENT.

| Heads—Main Heads and Sub-heads of income. | Village Panchayat Funds. | Panchayat Union Funds. | | | | |
|---|---|---|---|---|---|---|
| | | General. | Education. | Production. | Total of columns (3) to (5). | Total of Village Panchayat Fund and Panchayat Union Fund. |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) |
| | (RUPEES IN LAKHS.) | | | | | |
| I. LOCAL REVENUES (ORDINARY)— | | | | | | |
| 1 Local Cess .. .. | 250 | 375 | 500 | .. | 875 | 1,125 |
| 2 Local Cess Surcharge .. | .. | 500 | .. | .. | 500 | 500 |
| 3 Stamp Duty Surcharge. | 500 | .. | .. | .. | .. | 500 |
| 4 Village House Tax .. | 400 | .. | .. | .. | .. | 400 |
| 5 Minor Local Revenue .. | 160 | 240 | .. | .. | 240 | 400 |
| Total I .. | 1,310 | 1,115 | 500 | .. | 1,615 | 2,925 |
| II. GOVERNMENT GRANTS (STATUTORY)— | | | | | | |
| 6 Land Revenue Assignment (Statutory). | .. | .. | 1,500 | .. | 1,500 | 1,500 |
| 7 Local Education Grant | .. | .. | 1,800 | .. | 1,800 | 1,800 |
| 8 Local Cess Surcharge (Matching Grant.) | .. | 500 | .. | .. | 500 | 500 |
| 9 Local Roads Grant .. | .. | 600 | .. | .. | 600 | 600 |
| 10 Village House Tax (Matching Grant.) | 400 | .. | .. | .. | .. | 400 |
| Total II .. | 400 | 1,100 | 3,300 | .. | 4,400 | 4,800 |
| III. GOVERNMENT GRANTS (NON-STATUTORY)— | | | | | | |
| 11 Supplementary Education Grant (Non-Statutory). | .. | .. | 1,200 | .. | 1,200 | 1,200 |
| 12 School Meals Grant .. | .. | .. | 600 | .. | 600 | 600 |
| 13 Social Education Grant | .. | .. | 150 | .. | 150 | 150 |
| 14 Women and Children's Welfare Grant. | .. | 100 | .. | .. | 100 | 100 |
| 15 Village Wotks Grant .. | 1,500 | .. | 200 | .. | 200 | 1,700 |
| 16 Local Irrigation Grant | .. | .. | .. | 200 | 200 | 200 |
| 17 Agricultural Grant .. | .. | .. | .. | 750 | 750 | 750 |
| Total III .. | 1,500 | 100 | 2,150 | 950 | 3,200 | 4,700 |
| IV. LOCAL REVENUES (SPECIAL)— | | | | | | |
| 18 Local Irrigation Fees. 19 Village Development Rates. 20 Voluntary Development Contribution. | 500 | .. | 600 | 200 | 800 | 1,300 |
| Grand Total I to IV .. | 3,710 | 2,315 | 6,550 | 1,150 | 10,015 | 13,725 |

| | (RUPEES IN CRORES.) |
|---|---|
| Panchayat Unions .. .. .. .. | 100 |
| Panchayats .. .. .. .. .. | 37 |
| Town Panchayats .. .. .. .. | 5 |
| Total .. | 142 |

# ANNEXURE II.

## Panchayat Development Schematic Budget—Explanatory Note.

### PART I—LOCAL REVENUE—ORDINARY.

#### 1. *Local Cess.*

Section 115 of the Madras Panchayats Act, 1958, provides for the levy of local cess at a uniform rate of 45 nP. in the rupee of land revenue in the State and for the distribution of the proceeds of this levy between panchayats and panchayat unions. Out of the proceeds of the local cess collected, four-ninths is to be credited to the Panchayat Union Education Fund. Out of the balance, a proportion is to be credited to the Village Panchayat Fund which will ensure that the panchayats will get 20 nP. per capita. The balance is to be credited to the Panchayat Union General Fund.

2. Based on the land revenue of Rs. 5 crores per annum, the total local cess for five years would be Rs. 1,125 lakhs. Of this Rs. 500 lakhs will go to the Panchayat Union Education Fund, Rs. 250 lakhs to the Panchayats and Rs. 375 lakhs to the Panchayat Union General Fund.

#### 2. *Local Cess Surcharge.*

3. Section 116 of the Madras Panchayats Act, 1958, provides that every panchayat union council may levy a local cess surcharge at such rate as may be considered suitable as an addition to the local cess levied under Section 115 subject to such maximum as may be prescribed.

4. The surcharge so levied is initially credited to the Panchayat Union General Fund. But part of the receipts from local cess surcharge (and the corresponding matching grant referred to in item 8 below) will have to be transferred to the Panchayat Union Education Fund.

5. It is expected that the panchayat union councils will avail of this provision and levy a surcharge of up to 25 nP. in the rupee of land revenue. For a period of five years, receipt from this may be estimated as Rs. 625 lakhs. But as this level will be reached only progressively, the Schematic Budget here mentioned provides for Rs. 500 lakhs only.

#### 3. *Stamp Duty Surcharge.*

6. The relevant provision is found in Section 124 of the Act.

7. The entire proceeds of this item are to be credited to the Village Panchayat Fund.

8. The actual receipts from this source during 1957–58 was Rs. 114 lakhs and during 1958–59, Rs. 113 lakhs. This was based on a stamp duty surcharge of four per cent. The Act lays down a maximum of five per cent. If the rate is raised to five per cent, the income will

increase. But this may be partly offset by a reduction in the number of cases of transfers of property due to land legislation. In any case income from this source can be safely fixed as Rs. 100 lakhs per annum or Rs. 500 lakhs in the five years.

### 4. *Village House Tax.*

9. The relevant provision is in Section 120 of the Act. Under Section 119 (i) the levy of house tax is compulsory.

10. This source of income is exclusively allotted to the village panchayats.

11. The income of village panchayats from house tax was Rs. 19 lakhs during 1957–58 and Rs. 22 lakhs in 1958–59. Panchayats are to be constituted for every village. House tax has to be levied compulsorily in all the villages. The exemption given to huts has been removed. A strong incentive has been provided in the form of a matching grant. The collection work will be undertaken by village officers. In view of these many important factors, income from this source is expected to go up to Rs. 80 lakhs per annum or Rs. 400 lakhs for the Five-Year period.

### 5. *Minor Local Revenues.*

12. The main sources under this item and the actual receipts during 1957–58 and 1958–59 are—

| *Source.* | *Receipts.* | |
|---|---|---|
| | 1957–58. | 1958–59. |
| (1) | (2) | (3) |
| | (IN LAKHS OF RUPEES) | |
| (i) Market Fees | 28.06 | 30·17 |
| (ii) Entertainment Tax | 9.38 | 14.16 |
| (iii) Licence Fees | 9.03 | 8.90 |
| (iv) Profession Tax | 3.92 | 2.82 |
| (v) Vehicle Tax | 7.60 | 8.87 |
| (vi) Fishery Rentals | 0.65 | 0.93 |
| | 58.64 | 65.85 |

13. Item (i) is from a remunerative enterprise. Panchayats may further develop the markets. Item (ii) Entertainments Tax is a growing source of income. Item (iii) Licence Fees will increase when panchayat unions enforce the licensing provisions. Item (iv) Profession Tax is also likely to increase somewhat when panchayats levy this tax, which is compulsory under Section 119 (i). The position in respect of item (v) Vehicle Tax is also similar. The total income from all these sources may be put at Rs. 80 lakhs per annum or Rs. 400 lakhs for the five-years divided among the panchayats and panchayat unions in the ratio of 2 : 3.

## Part II—Government Grants (Statutory).

### 6. *Land Revenue Assignment* (*Statutory*).

14. Section 118 of the Act lays down that Government shall pay to each panchayat union council a sum representing one rupee for each individual of the population of the Panchayat Development Block from out of the land revenue collected in the State during that year.

15. This statutory assignment of one rupee per capita provides the first slab of educational expenditure. The income from this source will be credited to the Panchayat Union Education Fund.

16. Based on the figure of a rural population of three crores in 1961, the total income from this source for five years will be Rs. 1,500 lakhs.

### 7. *Local Education Grant.*

17. Section 128 of the Act provides that after setting off the first slab of expenditure against the land revenue assignment mentioned in item 6 above Government shall pay annually to every Panchayat Union Council a Local Education Grant. The act provides that the ceiling of the second slab of educational expenditure should be 250 naye Paise per capita. Government shall pay a Local Education Grant which will be between 50 and 80 per cent of this second slab as Local Education Grant, depending on the classification of the block.

18. At the time when the Act was passed, it was anticipated that the level of expenditure on elementary education would reach the targetted level of 350 naye Paise per capita only by the end of the Third Plan and that this figure of 350 naye Paise per capita would also provide the funds necessary for further expansion of elementary education. It has now become clear that the level of expenditure will exceed 350 naye Paise per capita very much earlier. This has been brought about mainly as a result of successive increases in the salaries of teachers, the latest being based on the recommendations of the Pay Commission. It has therefore, become necessary to provide for expenditure on school Meals and Social Education outside the second slab. In addition, a non-statutory Supplementary Education Grant will have to be paid to each Panchayat Union to enable the Panchayat Union to meet the increased commitment on the payment of higher salaries to teachers. This is provided for under item 11 below. This Supplementary Education Grant will be treated as an extension of the first slab. The balance of expenditure up to a ceiling of 250 naye Paise per capita will continue to be treated as second slab for which a Local Education Grant of between 50 and 80 per cent will be paid. This will work out to an average of sixty per cent or 150 naye Paise per capita. This level of expenditure will be reached only progressively. Based on this assumption, income from this source has been indicated as 1,800 lakhs.

(1·50 × 3 crores × 5 years × 4/5)

8. *Local Cess Surcharge Matching Grant.*

19. The relevant provision is found in section 129 of the Act corresponding to the Local Cess Surcharge levied by the Panchayat Union under section 116, Government will pay the Panchayat Union a matching grant. This item will be directly credited to the Panchayat Union General Fund. As in the case of Local Cess surcharge itself, part of this amount will subsequently have to be transferred to the Panchayat Union Education Fund. As the Local Cess surcharge has been estimated at Rs. 500 lakhs for five years, this item has also been estimated at Rs. 500 lakhs.

9. *Local Roads Grant.*

20. Section 131 of the Act provides for the payment of a sum calculated at the rate of 40 naye Paise per capita to the Panchayat Union Council to enable it to maintain Panchayat Union roads. This provision which is to be credited to the Panchayat Union General Fund is intended to be used only for the efficient maintenance of Panchayat Union roads and no portion of this would be available for new works and improvements.

10. *Village House Tax Matching Grant.*

21. Section 132 of the Act is the relevant provision. This is a matching grant corresponding to the house tax raised by the Panchayats under section 120. The whole of this amount is to be credited to the Panchayat Fund and being equal to the anticipated realization from house tax itself is estimated as Rs. 400 lakhs for the five years.

22. The above ten items cover the items included in the statute.

PART III—GOVERNMENT GRANTS (NON-STATUTORY).

11. *Supplementary Education Grant—Non-Statutory.*

23. Attention is invited to the explanation given under item 7 Local Education Grant. The Government are committed to making available to the Panchayat Unions the resources required for the payment to teachers of higher salaries based on the recommendations of the Pay Commission. It has been calculated that the increases so given will represent an amount equal to twenty per cent of the new salaries (including Dearness Allowance) in the case of all elementary school teachers (Secondary Grade, Higher Elementary Grade and Lower Elementary Grade). In order to offset the increased expenditure, every Panchayat Union will receive an amount equal to twenty per cent of the salaries actually paid during the year to all elementary school teachers in the Panchayat Union (including Secondary Grade, Higher Elementary Grade and Lower Elementary Grade teachers) under the new scales of pay, as a non-statutory Supplementary Education Grant.

The total amount for the five years has been broadly indicated as 1,200 lakhs.

### 12. *School Meals Grant.*

24. As mentioned above, it has now become clear that expenditure on School Meals cannot be found from within the first or second slabs of educational expenditure. The annual committed expenditure on all children, for school meals, at the end of the Second Plan will be Rs. 123 lakhs. The anticipated increase during the whole of the Third Plan on this item on all children will be approximately 255 lakhs. A deduction has to be made from these figures on account of children in Municipal towns. Taking these into consideration a provision of Rs. 600 lakhs has been made for the five years.

### 13. *Social Education Grant.*

25. The schematic budget of the Community Development Programme provides for expenditure on Social Education. Originally it was anticipated that expenditure on Social Education Grant could be incorporated within the target level of 350 naye Paise, on elementary education stipulated in the Act. Now that this has become impossible, a separate Social Education Grant will be made to the Panchayat Unions. Based on the provision available in the schematic budget of the block, a sum of Rs. 150 lakhs has been provided for the Third Five-Year Plan period. The amount will be credited to the Panchayat Union Education Fund. Each Panchayat Union will receive an amount equal to 50 naye Paise per capita.

### 14. *Women and Children's Welfare Grant.*

26. The schematic budget of the National Extension Service provides for a separate provision of Rs. 40,000 and Rs. 20,000 respectively in the two stages for the Programme for Women and Children. Based on this provision, a sum of Rs. 100 lakhs has been provided under this head for the five-year period. The total available provision will be divided equally among all the Panchayat Unions. The amount will be credited to the Panchayat Union General Fund.

### 15. *Village Works Grant.*

27. At present rural works are undertaken from provisions available in the following main schemes:—

(1) The Block Schematic Budget in block areas;

(2) The Local Development Works in non-block areas;

(3) The Rural Water-supply Comprehensive Scheme;

(4) The National Water-supply and Sanitation Scheme;

(5) The Second Five-Year Plan Road Works Scheme; and

(6) Limited amounts of money available with the Education Department for aid in the construction of private schools.

28. Under existing arrangements, the same type of work is administered under a variety of schemes. This would include for example rural water-supply. We have the Block Schematic Budget, the Local Development Scheme, the Rural Water-supply Comprehensive Scheme and the National Water-supply and Sanitation Scheme. It is now proposed to consolidate the provisions under all these schemes

(except one) into a single provision for all blocks. In certain cases the percentage of local contribution expected from the public varies from scheme to scheme, though the type of work undertaken is the same. It is now proposed to remove such differences also. The only exception to the consolidation of schemes thus effected will be the National Water-supply and Sanitation Scheme. In view of the conditions attached by the Government of India in respect of the localization of the benefits of this scheme it will be kept separate and administered as a State scheme.

29. Under the consolidated scheme, there will be a Village Works Grant for every Panchayat Union limited to the provision of school buildings, a separate Village Works Grant to each Panchayat for the provision of drinking water-supply and link roads.

30. A basic target for the provision of drinking water-supply will be fixed (on the basis of one well for so many people). Similarly basic targets for the provision of link roads will be defined.

31. The amount of money spent on these two items from various schemes during the Second Plan was Rs. 10 crores. Keeping in view the need to step up expenditure in order to achieve the satisfaction of these basic needs, the provision during the Third Plan will be fixed at Rs. 15 crores.

32. It is necessary to define a principle of Blockwise allocation of this total provision of 15 crores. To this end it is proposed to lay down the rule " Every Block should receive an equal amount for the ten-year period covered by the Second Plan and the Third Plan ". The total provision being Rs. 10 crores for the Second Plan and Rs. 15 crores for the Third Plan and Rs. 25 crores in all; the share of each of the 374 Blocks should be Rs. 6·67 lakhs. During the Third Plan, therefore, each Block will have a provision for these two purposes, calculated on the basis of Rs. 6·67 lakhs less the amounts spent during the Second Plan in that Block for these two purposes under various schemes.

33. The rate of contribution for water-supply works will be 25 per cent. The balance of 75 per cent will be met from this grant. As regards Harijans and Backward Classes, no contribution will be expected.

34. As regards link roads, the contribution expected of the people will be 50, 40, 30 and 20 per cent respectively for the A, B, C, D class of Blocks. Earthern roads will also be permitted to be undertaken under this consolidated scheme. The land on which the roads are to be formed should continue to be made available free of cost to the Government and the lands will not be counted as part of the contribution.

35. Provision for construction of bridges and for the upgrading and improvement of Panchayat Union roads will be made separately in the State Highways Budget.

36. The amount of Rs. 1,500 lakhs will be credited to Village Panchayat Fund.

37. School buildings are being constructed from the Block Schematic Budget and the Local Development Works Programme on the basis of a 50 per cent contribution from the public. In order to undertake a large scale programme of construction of school buildings, a provision of Rs. 200 lakhs has been made for the five-year period. This provision will be credited to the Panchayat Union Education Fund.

38. The distribution of these 200 lakhs to the Blocks will be on the basis of the targets for new enrolment of pupils in that Block. The target for new enrolment in rural areas of the State is approximately 13·5 lakhs. For purposes of Blockwise distribution of this provision the following rule will, therefore, be observed. The allotment for each Block would be Rs. 15 for every child to be newly enrolled during the Third Plan period, with reference to the Blockwise break-up of the State target of new enrolment.

39. Fifty per cent contribution will be insisted upon.

### 16. *Local Irrigation Grant.*

40. Under section 85 of the Act, Government may transfer to the Panchayat or the Panchayat Union Council the responsibility for the maintenance of minor irrigation works. Orders of Government entrusting this responsibility to the Panchayat Unions have already been issued. Under these orders, Government have to make available to the Panchayat Union, the funds necessary for carrying out the maintenance of minor irrigation sources so entrusted. The provision required for this purpose will be Rs. 30 lakhs per year or Rs. 150 lakhs for the five years. This amount will be calculated on the basis of the tank ayacut in the Block as laid down in the Government Order and will be credited to the Panchayat Union Production Fund.

41. In addition, the Panchayat has been authorized under the Act to take upon itself the ryots' responsibility to do Kudimaramath work and to levy a fee from the beneficiaries. No Government grant is necessary for this purpose. But there exists the fact that due to long neglect of the obligations under Kudimaramath, some of the Kudimaramath works have reached a level of deterioration at which even if the ryots now carry out the customary repairs, the works cannot be restored to a proper condition. If the works are to be restored, heavy expenditure will have to be incurred. It is, therefore, proposed that up to a limit of Re. 1 per acre of ayacut per year, expenditure on Kudimaramath works should be treated as normal Kudimaramath. Any expenditure in excess of this will be treated as "Excess Kudimaramath" and Government will pay two-thirds of the expenditure on Excess Kudimaramath. In order to meet the expenditure on Excess Kudimaramath, a provision of Rs. 50 lakhs has been made for the five-year period.

42. The total figure for minor irrigation maintenance and Excess Kudimaramath has been shown as Rs. 200 lakhs, being credited to the Panchayat Union Production Fund.

## 17. *Agriculture Grant.*

43. Various schemes for the promotion of better farming are now administered, partly from the Block Schematic Budget and partly from the departmental funds of the Agricultural Department. These services include the supply of improved seed, the promotion of schemes for the development of local manurial resources including green manure, green-leaf manure and compost, plant protection and distribution of implements at subsidized cost. Provision for certain items of work relating to Animal Husbandry, the building of veterinary dispensaries, etc., the distribution of pedigree bulls and rams at subsidized rates and the development of poultry is also included under the same head in the Block Schematic Budget. Grouping together the provisions available in the Block Schematic Budget and the Departmental Plans of the Agriculture and Animal Husbandry Departments, the total anticipated provision for this five-year period is Rs. 750 lakhs for the State.

44. This will be allocated equally among all Blocks at the rate of Rs. 2 lakhs per Block for five years.

45. Out of the total allotment of Rs. 2 lakhs, a sum of Rs. 1 lakh will be reserved for distribution as a specific percentage grant among Panchayats of the Block for being used on the following purposes:—

(i) Raising of panchayat plantations for the production of fuel, fodder and green-leaf manure.

(ii) Promotion of composting.

(iii) Promotion of green manuring.

(iv) Distribution of pesticides at subsidized rates.

(v) Any other purposes which may be specified from time to time.

On all these items, the grant will cover two-thirds of the expenditure incurred by the Panchayat, subject to an overall ceiling of Rs. 1 lakh per Block.

46. The balance of Rs. 1 lakh per Block for the five-year period will be made available as grants to Panchayat Unions to be used on the following purposes:—

(i) Maintenance of a Gramasahayak Service (according to the general scheme formulated for this purpose).

(ii) The supply of plant protection equipment to co-operatives and Panchayats and the creation of a reserve of plant protection equipment at Block headquarters.

(iii) Any other purposes which may be specified from time to time.

47. The total provision of Rs. 750 lakhs will be credited to the Panchayat Union Production Fund.

## PART IV—LOCAL REVENUES (SPECIAL).

### 18. *Local Irrigation Fees.*

48. Under section 85 (2) of the Act, any Panchayat may undertake to execute on behalf of the ryots Kudimaramath Works which it is the obligation of ryots to carry out. The Act also provides that the Panchayat may levy such fee and on such basis for the purposes thereof as may be prescribed. It is expected that the Panchayats will undertake this function and levy a suitable fees. This item is called " The Local Irrigation Fees."

### 19. *Village Development Rates.*

49. Section 119 (3) lays down that the Panchayat may levy a tax on agricultural land for a specific purpose. It is anticipated that the Panchayat will utilize this provision in order to collect the share of contribution which it has to provide for various items of work set out in the preceding paragraphs. This item is referred to as Village Development Rates.

### 20. *Voluntary Development Contribution.*

50. In addition to these two, the Panchayats and Panchayat Unions will have to raise funds in the form of voluntary contributions to meet their share of contribution for various items of expenditure, which are shareable.

51. Against the Village Works Grant for water-supply and roads of Rs. 1,500 lakhs, a contribution of Rs. 500 lakhs has to be raised in all. Against the Village Works Grant of Rs. 200 lakhs for school buildings, a local contribution of Rs. 200 lakhs will have to be raised. Similarly Rs. 400 lakhs will have to be raised towards the School Meals Programme. Also, against the shareable portion of the Agricultural Grant, Rs. 200 lakhs will have to be raised locally. These special local revenues have all been grouped together under the three items in Nos. 18 to 20 and provide an aggregate sum of Rs. 1,300 lakhs for the five-year period.

## PANCHAYAT UNION COUNCILS—PART-YEAR BUDGET FOR THE PERIOD FROM 2ND OCTOBER 1960 TO 31ST MARCH 1961.

1. The scope of these instructions is strictly limited to the framing of the part-year budget of the Panchayat Union for the period from 2nd October 1960 to 31st March 1961 only. There are practical difficulties in bringing into force in the middle of the financial year some of the sections relating to Finance and Taxation in the Panchayats Act, 1958 and also certain anomalies will occur by their being brought into force by stages in the State. Therefore it has been decided to resort to the powers vested in the Government under section 198 of the Madras Panchayats Act, 1958, for the removal of difficulties and introduce a uniform procedure from

the next financial year in all the Unions. Hence this separate memorandum on the part-year budget for the first batch of Unions only.

2. In G.O. No. 664, Local Administration and Rural Development, dated 16th August 1960, orders were passed on the formulation of Panchayat Development Schematic Budget. That will come into operation only in the Third Plan period (i.e., 1st April 1961) and therefore has no bearing on the framing of the part-year budget for 1960–61 for the first batch of Panchayat Unions. Under section 66 of the Madras Panchayats Act, 1958, the Community Development functions will be entrusted to the Panchayat Unions from a date to be notified by the Government. It is not likely that this entrustment will take place in respect of the first batch of Panchayat Unions before 1st April 1961. Therefore, the revised estimates regarding the Community Development Schemes for the current financial year 1960–61 have to be framed separately in the usual way and will not affect the framing of this part-year budget. This budget is to restrict itself only to the items of receipts and expenditure which devolve on the Panchayat Unions as successor bodies to the District Boards.

3. It is presumed that action has been initiated on Government Memorandum No. 120582/T6/60-1, dated 2nd August 1960 and the staff (both teachers and others) have been ear-marked and the Establishment Audit registers have been written up. This is the first step in the framing of the estimates. It is also presumed that a list of institutions which are to be taken over by the Panchayat Unions has also been got ready and the classification of roads as Panchayat Union roads have been got approved by the District Development Council and the Block Advisory Committees. In this connection, a distinction has to be drawn between a dispensary which will be taken over by a Panchayat Union and a hospital which is to be the responsibility of the Medical Department. There may be borderline cases where there are a few emergency beds attached to a dispensary and whose maintenance is likely to be beyond the means of the Panchayat Union and also institutions which can be developed into Primary Health Centres. The Special Officers should examine each case carefully and bring such broder-line cases to the notice of the Government. But where a doubt is felt pending the orders of the Government, the institutions should continue to be administered by the District Board even though it may lie within the Panchayat Union. Under section 13 (iv) of the Madras Panchayats Act, 1958, the markets which lie within the jurisdiction of the first batch of the Panchayat Unions and which are under the control of the District Boards on 2nd October 1960 shall vest in the Panchayat Union Council concerned.

RECEIPTS—ORDINARY.

In preparing the estimates for the part-year 1960–61, the following points will have to be borne in mind :—

*A. General Account*—(*a*) *General taxation.*—It has been decided not to bring into force the provisions of section 115 of the Act during the current financial year. The Government shall exercise the powers vested in it under section 198 to remove difficulties in the initial constitution of the Panchayat Unions and bring into force uniformly all over the State the provisions of section 115 in the financial year 1961–62. The local cess to be collected may be calculated in accordance with the provisions of the Madras District Boards Act, 1920 and the Madras Land Revenue (Additional Surcharge) Act, 1955 and the rules issued thereunder. The share of the District Board out of the land cess of the 2 annas levied under the Madras District Boards Act should be taken as 1½ annas in the rupee of the land revenue Credit should be taken for 5/12th of the land cess at the rate of 1½ annas collectable in the Panchayat Union area in 1960–61. In addition credit should be taken for the Panchayat Union share of the proceeds of the additional surcharge on land revenue sanctioned by the Government to the District Board for the current year. The amounts sanctioned by the Government to District Board under the additional surcharge on land revenue are based on both the population of the district and the mileage of the roads in the district. The share of the Panchayat Union, out of the amount sanctioned on the basis of population should be worked out with reference to the population of the Block and the ratio it bears to the population of the district. Similarly the share of the Panchayat Union, out of the amount sanctioned on the mileage should be worked out with reference to the mileage of District roads (as classified till now) to be maintained by the Panchayat Union and the ratio it bears to the total mileage of roads maintained by the District Board in the district. Credit should be taken for one half of the amount so worked out.

(*b*) *Local cess surcharge.*—It is probably unlikely that the Panchayat Union Council will immediately on inauguration impose a local cess surcharge. However, the item should be noted in order to bring the statutory provision to the notice of the Council from the outset.

(*c*) *Entertainments tax.*—According to the existing provisions of Entertainments Tax Act, 1939, the District Board is entitled to 90 per cent of the collections of entertainments tax made in non-Panchayat areas; while the amount collected in Panchayat areas should be credited to the Panchayat Funds. Under section 13 of the Entertainments Tax Act, 1939, as amended by section 195 of the Madras Panchayats Act, 1958, the Government have power to distribute 90 per cent of the proceeds of the entertainment tax collected in a Panchayat Union area between the Panchayat Union Council and the Panchayats functioning in that area. The ques-

tion of fixing the proportions in which the distribution should be made between the Panchayat Union Council and the Panchayats is under the consideration of Government and orders thereon will issue in due course. Pending the issue of orders, no credit should be taken in the budget under entertainments tax collections except for the arrears, if any, in respect of non-panchayat areas which were under the jurisdiction of the District Board and which would come under the jurisdiction of the Panchayat Union Council.

(d) *Miscellaneous revenue.*—Full data on this should be locally available.

(e) *Local cess surcharge matching grant.*—Orders will issue separately regarding the credit to be taken in cases where local cess surcharge is levied.

(f) *Communications.*—In the part-year Budget, credit should be taken under this Head for an amount equivalent of 20 naye Paise per capita of the Block.

For all other items details will be available locally.

*Capital receipts.*—If there are capital receipts already ear-marked by the District Board for a specific scheme which falls within the area of the Panchayat Union and the scheme is one coming within the purview of the Panchayat Union then the credit may be taken for the amount. Credit should not be taken on the basis of an arithmetical division of the Capital Receipt for the District Board as a whole during the current year.

EXPENDITURE.

(g) *Management.*—In respect of the management the expenditure on staff is to be calculated with reference to G.O. No. 1225, L.A., dated 20th July 1960. The expenditure on the Head Clerk, 2 Lower Division Clerks, attendars, if any, who are attached to the Elementary Education section and one peon should be debited to the Education Fund and the expenditure on the balance of the Panchayat Union staff only should be debited to the General Fund.

(h) *Contingencies.*—In the current year the contingent expenditure in respect of the Panchayat Union functions need not be estimated and shown. The expenditure should continue to be met during the current year out of the Block Schematic Budget.

(i) *Travelling Allowance.*—The Travelling Allowance of the Chairman, the Vice-Chairman and members of the Panchayat Union Council only should be debited to this Budget. Whenever a meeting of the Block Advisory Committee is held the expenditure on the Travelling Allowance should continue to be debited to the Block Budget as before.

(j) *Repairs to buildings.*—The estimate of expenditure on repairs to buildings should be obtained from the District Board and Panchayats in respect of the buildings which will now be taken over by the Panchayat Union and included.

The expenditure on communications should be so balanced that it should not exceed the roads grant that will be available during the current year.

(*k*) *Health and Welfare—Medical Relief.*—Only expenditure on rural dispensaries and other dispensaries which have no beds have to be exhibited under this item.

(*l*) *Health Protection.*—Under this the pay and allowances of the Health Assistant will have to be included.

(*m*) *Births and deaths.*—Under Maternity and Child Welfare should be shown the expenditure on Maternity Assistants transferred to the service of the Panchayat Union.

(*n*) *Remunerative Enterprises.*—Necessary details will be available locally under this head.

(*o*) *Expenditure—Capital Account.*—As has already been pointed out, only schemes of capital nature which have already been included in the District Board Budget for which credit has already been taken on the receipts side should be exhibited.

(*p*) *Education Account.*—In the current year, all the provisions of the Act are not being brought into force. By resorting to the powers vested in the Government under the (removal of difficulties section) section 198 of the Act it is proposed to continue the present procedure of disbursing grants-in-aid to private schools till the new financial year. Therefore, no credit need be taken on the receipts side under the Land Revenue Assignment and no provision for expenditure on account of disbursement of grants-in-aid to private schools within the Panchayat Union area need be made for the part-year 1960–61.

(*q*) *Receipts—Ordinary.*—It is proposed not to bring into force the provisions of section 115 of the Act during the current financial year as has already been explained in paragraph 5-A (*a*) above. Therefore credit need be taken only for five-twelfths of the education cess collectable in the Panchayat Union area under the Madras Elementary Education Act, 1920 for the current year. The receipt under the local education grants should be calculated on net cost basis, i.e., the expenditure less the receipts under the education cess.

(*r*) *Receipts—Capital.*—Under this head only capital receipts in respect of schemes which have already been included in the District Board Budget which are being transferred to the Panchayat Union need be included.

(*s*) *Expenditure—Ordinary.*—Salaries and allowances of the teaching staff for five months only from November 1960 to March 1961 will have to be exhibited under this head. Instructions are being issued separately to disburse salaries up to 1st October 1960, on that date itself and debit the expenditure to the District Board/ Panchayat Budget. In addition the expenditure on two Lower Division Clerks, one Head Clerk, one peon and attenders if any

attached to Elementary Education section should also be exhibited under the relevant minor head in this account. All other minor heads are self explanatory. On capital expenditure again provision need be made only for such of those specific schemes which have already been included in the District Board Budget for which credit has already been taken on the receipt side.

(t) *School-Meals Account.*—Government grants for School-Meals Schemes will not be passed through the Panchayat Union accounts in this part-year-period. The Education Department will continue to deal directly with school-meal committees.

4. The deposit transactions do not enter the Budget and therefore need not be estimated.

5. Orders will be issued separately, prescribing under sub-sections (2) and (5) of section 140 of the Act, the Collector as the Officer to whom the Revenue Divisional Officer or the District Educational Officer as the Officer through whom the Budgets of the Panchayat Union (General) Fund and the Panchayat Union (Education) Fund respectively should be submitted. The Collector should satisfy himself that adequate provision has been made for the performance of the services entrusted to the Panchayat Union and return the Budget to the Panchayat Union Commissioner. He has power to return the Budget with instructions for modification in such manner as he considers necessary to secure such provision.

6. On return of the budget by the Collector with his remarks, if any, the budget should be placed before the Panchayat Union Council for sanction under section 140 (3) of the Act.

7. The Panchayat Union Council should sanction the budget with such modifications as it thinks fit.

**(Vide Memo. No. 154077/L 1/60-1, L.A, dated 4th September 1960.)**

## PANCHAYAT UNION COUNCILS—PREPARATION OF PART I OF THE FIRST ANNUAL BUDGET FOR THE YEAR 1961–62.

1. Budgetting for 1961–62 differs in certain important respects from the budgetting for the part year—October 1960—March 1961 in a number of respects and hence this memorandum of instructions.

### RECEIPTS—ORDINARY—A. GENERAL ACCOUNT.

2. *Taxation*—(i) *Local Cess.*—Gross collections are to be estimated on the basis of land revenue payable to the Government in the panchayat union area. The transfer to Education Account is to be done in accordance with the provisions of section 115 (4) (*a*)

of the Panchayats Act, 1958. The amounts to be transferred to the Town Panchayats and Village Panchayats are to be calculated in accordance with the provisions of sections 115 (4) (*b*) and 115 (4) (*c*) of the Act. To calculate these sums, the population figure published in 1951 census may be adopted. The net local cess after these transfers should be taken credit for under this head.

(ii) *Local cess surcharge.*—The receipts under this head will depend upon the rate of surcharge. If no rate has been levied, the receipts will be nil.

(iii) *Entertainment Tax.*—Under section 13 of the Entertainments Tax Act, 1939, as amended by section 195 of the Madras Panchayats Act, 1958, the Government have power to distribute 90 per cent of the proceeds of the Entertainment Tax collected in a Panchayat Union area between the Panchayat Union Council and the Panchayats functioning in that area. The question of fixing the proportions in which the distribution should be made between the Panchayat Union Council and the Panchayats is under consideration of the Government and orders thereon will issue in due course. Pending the issue of orders no credit should be taken in the Panchayat Union Budget under the Entertainments Tax collections. The entire net collections should be taken to the credit of the panchayat concerned.

(iv) *Miscellaneous revenue.*—Full data on this should be locally available.

(v) *Local Cess Surcharge Matching Grant.*—Orders will issue separately regarding the credit to be taken in cases where local cess surcharge is levied. Provisionally credit may be taken for the matching grant on the basis of the provisional classification of the Panchayat Union communicated to the Collectors if local cess surcharge is levied by the time the Budget is framed.

3. *Communications.*—The Local Roads Grant may be calculated on the basis of 40 naye paise per head of population, the 1951 census figure being adopted as the basis. Data for estimating other receipts should be locally available.

4. *Health and Welfare.*—There is likely to be no major receipts under these heads.

5. *Remunerative Enterprises.*—Full data for estimating these receipts should be readily available.

6. *Capital receipts.*—These can only be development grants from the Government. These will be dealt with in a separate memorandum on framing of a Supplementary Development Budget for 1961–62.

EXPENDITURE—ORDINARY—GENERAL ACCOUNT.

7. (*a*) *Management.*—In respect of the management the expenditure on staff is to be calculated with reference to G.O. No. 1225, L.A., dated 20th July 1960. The expenditure on the Head Clerk, 2 Lower Divison Clerks, Attenders, if any, who are attached to the Elementary Education Section and one Peon should be debited to the Education Fund and the expenditure on the balance of the Panchayat Union staff only should be debited to the General Fund.

(*b*) *Contingencies.*—Full contingent expenditure for the year 1961–62 should be calculated and provided for. The instructions issued in paragraph 5 (*h*) in Memorandum No. 154077/L1/60-1/L.A., dated 4th September 1960 will not be applicable.

(*c*) *Travelling allowance.*—Full expenditure on this account should be provided for. When the Community Development Programme is entrusted to the Panchayat Union in pursuance of section 66 of the Panchayats Act, the Block Advisory Committee will cease to function and the full responsibility for the implementation of the programme will be that of the Panchayat Union.

(*d*) *Rent of buildings and Repairs to buildings.*—Estimate of expenditure on these should be obtained from the Engineering Staff.

8. *Communications.*—On establishment, contingencies, etc., the instructions outlined above in respect of management will apply *mutatis mutandis.* It should be ensured that the expenditure on communications does not materially exceed the receipts under Roads Grant.

9. *Health and Welfare.*—Pending issue of any further orders for items under this head provision should be made in accordance with the instructions issued for framing the Part Year Budget for October 1960–March 1961.

10. *Remunerative Enterprises.*—Full data for estimating charges will be locally available.

*Interest on and repayment of debt.*—Where the liability for any repayment of debt originally borrowed for creating a specific asset which has now devolved on the Panchayat Union and consequently the liability has been passed on to the Panchayat Union in terms of the instructions issued in Memorandum No. 120582-T6/60–1, dated 2nd August 1960 provision will have to be made on this account in the budget.

11. *Education Account—Receipts—Ordinary.*—In 1961–62 being the first full financail year in which the first batch Panchayat Unions will be functioning there may be practical difficulties in the Panchayat Unions raising their share of the expenditure on Elementary Education strictly in accordance with the provisions of

Section 128 of the Madras Panchayats Act Therefore it has been decided that for the financial year 1961–62, the present system of net cost payment may be continued. In this connection attention is also invited to the recommendations of the Pay Commission in respect of local bodies ' teachers ' salaries and the commitment by the Government to meet the extra cost on this account.

It has also been decided that from the year 1961–62 in modification of the instructions in paragraph 5 (p) of Memorandum No. 154077/L1/60-1/L.A., dated 4th September 1960, the grants-in-aid to the private schools should be disbursed from 1st April 1961 by the Panchayat Union on the recommendation of the Deputy Inspector of Schools. Detailed instructions on the procedures of disbursement during 1961–62 will issue from the Education Department. In the light of these decisions estimation of receipts and expenditure under Education Account may be carried out as follows :—

(*a*) Four -ninths of local cess collected in the Panchayat Union will be credited to this head. Reference is invited to paragraph 2 (i) above.

(*b*) Credit may be taken for Land Revenue Assignment as per section 118 of the Act, the 1951 census figure being adopted as the basis for calculation.

(c) A new sub-head may be opened as Supplementary Education Grant and the extra cost to be met by the Government on account of the increase in the teachers' salaries may be exhibited under this sub-head. This may be provisionally taken as 25 per cent of the expenditure incurred on the pre-Pay Commission pay scales.

(*d*) The net cost after taking into account the receipts mentioned at (*a*), (*b*) and (*c*) may be exhibited under the sub-head the Local Education Grant. For calculation of the net cost separate instructions will issue from this department in due course.

12. *Expenditure—Ordinary.*—(*a*) *Teaching staff*—Full details should be locally available.

(*b*) *Clerks and servants.*—The instructions issued in paragraph 5 (s) of the Memorandum No. 154077/L1/60-1/L.A., dated 4th September 1960 will apply.

(*c*) *Grants to Private Elementary Schools.*—Estimate of the grants payable to the Private Elementary Schools in the Panchayat Union during 1961–62 on the basis of the revised pay scales should be obtained from the Deputy Inspector (s) of schools and the expenditure provided for in the budget.

13. *School Meals Account.*—It has been decided that during 1961–62 disbursement on account of School Meals Grant will be made by the Panchayat Unions on the recommendation of the

Board's share of 3/4 of the land cess collectable in other areas may be taken credit for in the revised estimates for 1960–61 of the District Board.

(b) *Additional Surcharge on Land Revenue.*—Two-thirds of the proceeds of Additional Surcharge on Land Revenue are pooled for the State as a whole and one half thereof is distributed among the District Boards on the basis of the population of the Local Fund District and the other half on the basis of the mileage of roads maintained by the District Board. The remaining one-third of the proceeds will go to the Panchayats. Orders will be issued separately sanctioning the payments of the amounts due to the District Board for the current year (1960–61). Out of this, the proportionate amounts due to the Panchayat Union Councils which come into existence on 2nd October 1960 will be 5/12ths, i.e., amounts due for five months in the latter half of 1960–61. The amounts payable to the Panchayat Unions should be deducted and the balance only should be taken credit for.

(c) *Education Cess.*—The amount of education cess collectable in the areas in which Panchayat Union Councils will come into existence on 2nd October 1960 has to be calculated and 5/12ths of such amount will have to be credited to the respective Panchayat Union Funds as their share for the period from 2nd October 1960 to 31st March 1961. The balance of 7/12ths for those areas and the entire amount of education cess collectable in other areas may be taken credit for in the revised estimate for 1960–61 of the District Board.

## II. *Budget Estimate for* 1961–62.

As already stated, the consolidated local cess of 45 naye paise in the rupee of land revenue will be levied during the next fasli 1371 and the amounts due will be adjusted during the 12 months of the year 1961–62 commencing from April 1961 on the basis of the estimated collections. The amounts collectable in the first batch (75) and the second batch (133) Panchayat Unions will be adjusted to the respective Panchayat Unions. The District Boards will get only the amounts collectable in the remaining areas wherein the third batch of Panchayat Union Councils will come into existence on 2nd October 1961. The amounts due in respect of these areas should be calculated blockwise for six months and credit should be taken for the total of such amounts as gross income. Out of this 4/9ths should be deducted as amounts transferrable to the Elementary Education Fund of the District Board and 2/9ths should be deducted as amounts payable to the Panchayats. Credit may be taken for the balance of 3/9ths only in the District Board Budget for the General Fund.

Under "toll compensation" credit should be taken in the Revised Estimate for 1960–61 for the amounts sanctioned in G.Os. Nos. (Ms.) 1609, Home, dated 31st May 1960 and No. 2822 Home,

dated the 15th September 1960. As regards the Budget Estimate for 1961–62 credit should be taken for an amount calculated as follows :—

Amount shown against the District Board in the appendix.

Population of the District Board X (1951 Census) excluding the population of the first batch and second batch of Panchayat Unions.

*Population (1951 Census figure) of the District Board before constitution of Panchayat Unions.*

Full data for estimation of receipt under other items and under expenditure will be locally available.

In regard to Elementary Education Account, Credit should be taken for receipts from education cess in 1960–61 and share of local cess in 1961–62 according to the instructions in paragraph 6 above. The system of payment of net cost grant will be continued both in 1960–61 and 1961–62. Credit should, therefore, be taken for net cost grant in the Elementary Education Account.

APPENDIX.

| *Name.* (1) | *Amount in rupees.* (2) |
|---|---|
| 1 North Arcot | 83,750 |
| 2 South Arcot | 92,662 |
| 3 Chingleput | 87,500 |
| 4 Coimbatore | 2,04,549 |
| 5 Madurai | 2,00,000 |
| 6 Nilgiris | 66,500 |
| 7 Ramanathapuram | 1,42,500 |
| 8 Salem | 1,27,000 |
| 9 Thanjavur | 1,53,000 |
| 10 Tirunelveli | 1,34,250 |
| 11 Tiruchirappalli | 95,250 |
| Total | 13,86,961 |

(Vide Memo. No. 169162-L1/60-1-L.A., dated 27th September 1960.)

## MANUAL OF INSTRUCTIONS FOR THE MAINTENANCE OF ACCOUNTS OF THE PANCHAYAT UNIONS.

### CHAPTER I—GENERAL.

*Budget.*

1. (*a*) An annual estimate of the anticipated receipts and proposed expenditure of the Panchayat Union during the next financial year under each of the funds, viz., General, Education and Production Funds under all the heads shown in the prescribed form

of account should be prepared by the Commissioner in November every year and should be accompanied by the subsidiary statements detailed below :—

(i) Endowment account.

(ii) Account showing the expenditure met from the Local Roads Grant earmarked for the maintenance of roads.

(iii) Special Government grant account for capital works and other special purposes.

(iv) Loans account.

(v) Loans statement.

(vi) Investment account.

(vii) Statement of liabilities and assets.

(viii) Abstract of account of deposits in cash.

(ix) Abstract of advances.

The budget shall be placed before the Council by the Commissioner, ordinarily not later than the 15th November.

(*b*) The estimate should be prepared in accordance with the rules governing the preparation of budget estimates of public income and expenditure and any special orders passed by Government or the prescribed authority.

(*c*) In preparing the budget adequate provision should be made for what is expected to be paid for the performance of any necessary service or services during the year and not for the liability likely to be incurred within the year. All existing liabilities, which cannot be liquidated before the commencement of the year for which the budget is being prepared, must also be ascertained and provided for.

(*d*) The budget estimate shall be sanctioned by the Council and before according such sanction it shall ensure that the orders of the prescribed authority on the budget have been carried out.

(*e*) The budget estimate for the Panchayat Union Education Fund shall be submitted to the Development Commissioner in the prescribed form not later than the 30th November of each year. The Development Commissioner may pass such orders as he may think fit in respect of the budget and the Council shall be bound to carry out all such orders.

## *Classification of transactions.*

2. The major and minor heads of account will be as shown in the prescribed form of account. Heads of account not provided for therein, but found absolutely necessary in classifying the various transactions under receipts and expenditure may be opened in consultation with the Examiner of Local Fund Accounts.

*Records.*

3. List of forms prescribed for maintenance are given in the appendix.

4. All accounts and registers shall, as far as possible, be maintained in English or Tamil. All books of accounts and registers shall be substantially bound and pages numbered before being brought into use and no accounts shall be prepared on loose sheets or in loosely bound volumes.

*Alterations in documents.*

5. All corrections and alterations in accounts shall be neatly made in red ink and attested by the initials of the Commissioner or other responsible officer. Similarly, all alterations and corrections in a bill shall be duly authenticated by the drawer. Erasures shall on no accounts be permitted in registers, statements, vouchers or accounts of any descriptions.

*Transactions with treasury.*

6. All sums received on account of Panchayat Union Funds shall be lodged into a Government Treasury or with the sanction of Government in any bank.

7. All moneys received on account of the Panchayat Union Council shall be kept in the Panchayat Union Cash Chest and whenever the amount exceeds rupees three hundred, it should be remitted into the Treasury to the credit of Personal Deposit Account No. I. Otherwise whenever a messenger goes to the Treasury the amounts should be credited into the treasury as frequently as possible. Sums received shall on no account be appropriated towards expenditure. All payments out of the Panchayat Union Funds exceeding Rs. 20 shall be made by cheques drawn upon the treasury on the bank in which the Panchayat Union funds are lodged. Such cheques should be signed by the Commissioner. In addition an imprest of Rs. 300 shall be authorized to each Panchayat Union for making petty cash payment involving sums below Rs. 20.

*Immovable property vested in or belonging to Panchayat Union Councils.*

8. A list of immovable property vested in or belonging to the Panchayat Union Council will be kept in Form No. 1. The original cost of the property or a valuation made by a professional officer as well as the cost of any additions made to it from time to time should be noted in this register. In the remarks column a Note shall be made in the case of any property from a Panchayat Union Council by sale, mortgage, exchange or otherwise shall pay to

Government such assessment or ground rent, as the case may be, as the Collector may determine to be payable in respect of that property.

*Cash and account branches.*

9. The cash and account branches of each Panchayat Union Office shall be kept distinct from each other and under distinct officers who will be termed respectively, cashier and accountant. In no case shall the same person compile the accounts and receive the collections towards the income of the Panchayat Unions or handle cash.

*Forms.*

10. All forms prescribed will be printed in a Central Press in each district and supplied to all Panchayat Unions by the Collectors on payment of cash. No other forms should be introduced without the previous sanction of the Examiner of Local Fund Accounts.

11. The indents for forms should ordinarily be limited to the actual requirements of a year. They should be in such form as may be prescribed by Government.

12. In regard to licence forms, there should be separate series of printed numbers for each kind of form, the number running consecutively for the whole year, and the indent for these should be made with reference to the number of licences issued in the previous year as well as the probable number of licences required for any additional items during the current year and also for collections on account of arrears.

13. All forms, licences, receipts, etc., shall be kept under lock and key in charge of the manager who will be held personally responsible for them.

14. A stock account of all money value forms should be maintained in Form No. 2 to show the number of each form of each kind received from the press, the number issued for use from time to time and the balance in hand. When new supplies are received, the issues up to the date should be totalled, the balance struck and the new supply added to the balance so as to show the total quantities available for issue under each category. Invoices advising supply should be separately filed and produced in support of the entries when called for. The stock in hand should be verified and certified to at the end of every half year, by the Commissioner or the Manager. He will at the same time have all unused forms which are not to be used in subsequent years cancelled and the signature portion clipped off and record a certificate showing the number of forms so cancelled on the books concerned. The printed machine numbers of different forms issued also be noted in the remarks column of the stock account against the entry of issue of the form.

15. Licence and receipt forms should be stamped with the Council's seal only after they have been written out completely. Licences should be signed by the Commissioner and the receipts should be signed by the Cashier and the Manager; blank forms should on no account be stamped with the Council's seal.

*Audit.*

16. In auditing the accounts the auditor should see that they have been kept in proper form, that the particular items of receipts and expenditure are stated in sufficient detail, and that the payments are supported by adequate vouchers and authority. He should examine whether all sums received or which ought to have been received are brought into account and also whether the expenditure is such as might lawfully be incurred. He should disallow such payments as are not authorized by law or competent authority. If any charges appear to be exorbitant or unusual, he should bring them to the notice of the suitable authority. He should see that the Panchayat Union Council does not exceed its power in sanctioning allotments and transfers. He should also ascertain the total unpaid liabilities of the Panchayat Union and also whether these could be met out of the Panchayat Union Fund when falling due.

17. The Commissioner should at the time of audit produce all accounts, registers, documents and subsidiary papers which might be called for by the Auditor to assist him in his investigation.

18. The audit report on the account of each Panchayat Union Council will be prepared by the Examiner of Local Fund Accounts. He will forward two copies of the audit report to the Commissioner. The Commissioner will reply to the points raised by the Auditor and return one copy of the report within two months of its receipt to the Examiner of Local Fund Accounts who will add his further comments, if any, and forward the report to the prescribed authority. He will retain the other copy for reference in his office.

19. The Commissioner should return audit notes issued in the form of objection statements with replies to the auditor within twenty days. The annual objection statement should be returned to the auditor with replies within two months.

20. The Commissioner should return the objection statements with replies by Registered Post. If the objection statements are lost by the Panchayat Union Council, a fresh audit will become necessary to reproduce the objections and the cost of the reaudit should be borne by the Panchayat Union Council.

21. The Examiner of Local Fund Accounts should prepare two copies of the audited annual account of receipts and charges of each Panchayat Union Council and send one copy to the Government along with the advance copy of the audit report. He should send

the other copy to the Commissioner. The Commissioner should retain for record in the Panchayat Union office a copy of the annual account of receipts and charges sent to him by the Examiner of Local Fund Accounts along with the audit report on the account of the Panchayat Union Council.

22. Petty audit objections should be settled by personal discussion with the auditors during the inspection of the office by the Auditor.

23. The Commissioner of the Panchayat Union Council should invariably quote the number and date of any reference addressed by him to Government or other authorities while replying to the audit reports.

24. The Commissioner should personally see that the annual accounts are closed and subsidiary accounts for the previous official year written up completely and made ready for audit before the 15th May of every year.

25. If by the time of the annual audit of the accounts of the Panchayat Union Council is completed, it is found that any audit objections raised during the course of the year has not been settled, the Examiner of Local Fund Accounts will issue a warning letter informing the parties responsible that if the loss, if any, is not made good or the audit objection settled within a period of two months, he will forthwith proceed to surcharge them. The Government are very unlikely to accord any consideration to steps taken to settle audit objections after the issue of surcharge certificates when dealing with any appeal which may be submitted to them against a particular surcharge.

26. A quarterly progress report on the settlement of pending objections should be sent to the Examiner of Local Fund Accounts by the Commissioner of the Panchayat Union in the following forms :—

*Statement showing the progress made in the settlement of audit objections during the quarter ended.*

Name of institution—

| *Number of objections pending at the beginning of the quarter.* | *Number of objections received during the quarter.* | *Total.* | *Number of objections replied to in the quarter.* | *Number settled during the quarter.* | *Number outstanding at the end of the quarter [columns (3) minus (5)].* | *Yearwise particulars of the number in column (6) and amount involved.* | | | *Reasons for the pendency.* |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | *Year.* | *Number of items.* | *Amount.* | |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) | (9) | (10) |
| | | | | | | | | RS. | |

27. The progress report for each quarter should be sent so as to reach the Examiner of Local Fund Accounts not later than twenty days after the close of the quarter.

## CHAPTER II—REVENUES.

### *Miscellaneous Demand Register.*

28. The collection of all items of revenue like market rents, rent for buildings and lands, produce of lands and gardens, ferry rents, fishery rents and avenue receipts, when leased out for fixed amounts and other items like grants such as local cess, local cess surcharge, matching grant, etc., local roads grant, local education grant, local irrigation grant, etc., amounts decreed by Law Courts in favour of the Panchayat Union should be watched by means of this register (Form No. 3).

In respect of local cess, local cess surcharge, matching grant, local roads grant, local education grant and the local irrigation grant, the necessary entries of demand should be made on receipt of intimations from the Development Commissioner or the Collector or other authorities as the case may be. The collections should be noted as and when the amounts due are adjusted to the credit of the account of the Panchayat Union Council in the Treasury. This register should be maintained in the Accounts Branch.

29. Separate portions should be set apart for each of the above kinds of revenue and separate totals made for all items coming under the same head of receipt. Some lines may be left blank above the line for the total in each case, for any new items of the same class which it may be necessary to enter in the register during the year. A red line should be drawn across the register after each such line of total with a view to separate it from the entries on account of other revenue that follow. Where the items under any class of revenue are many, such as rents on market stalls and the like, separate pages may be allotted for them. The particulars of the items and the demands and instalments should be written up from the Register of Revenue-yielding properties in Form No. 4 and the sale lists approved by the Panchayat Union Council. The collection will be posted from the chalans.

30. Penal interest realised each month should be recorded in a separate line just below that for kists and the total of such realizations should at the end of the year, be posted in the column headed "Penal interest, total collections." The total of the amounts due for penal interest on late payments for the year should be noted in the column headed "Penal interest, total due".

31. The balances in this register of both instalments and penal interest and of other items such as grants, amounts decreed by Law Courts should after the close of the year, be transferred to miscellaneous demand register for the next year.

*Register of revenue-yielding properties and other miscellaneous sources of revenue.*

32. In order to guard against any items of revenue being left out in the Miscellaneous Demand Register, a Register of Revenue-yielding properties will be maintained in Form No. 4 in the Accounts Branch. Care should be taken that all the items shown in this register are entered in the Miscellaneous Demand Register for watching the realizations of the revenue due. Receipts by way of fees for licences should not be shown in this Register.

33. Where the right to collect fees in respect of the use of any market or other immovable property is leased out by the Panchayat Union Council, necessary entries should be made in the Register of Revenue-yielding properties and the Miscellaneous Demand Register, immediately after the sales have been confirmed.

*Revenue managed departmentally.*

34. The following kinds of revenue may be managed departmentally :—

Market fees.

Fisheries.

Ferry rents.

(1) Where any market, cart-stand, slaughter-house or fishery is managed departmentally, all fees levied in respect of the use thereof shall be collected by means of tickets printed and supplied by the Commissioner.

(2) The tickets shall be printed in foil and counterfoil in different colours for different rates of fees, the rates being printed in each case. Each kind of ticket shall be bound in books of 100 each and shall bear consecutive machine numbers. Before issue to the collecting officers, they shall be stamped with the common seal of the Panchayat Union Council in the presence of the Commissioner or any officer authorized by him in this behalf.

(3) A register in two parts shall be maintained in the Union Office in respect of these tickets.

The first part shall be a stock register, similar to Form No. 2 showing the number and value of each kind of tickets, received from the Press or returned by the collecting officers from time to time, the issues to the collecting officers and the balances remaining in the office.

The second part shall be a personal ledger account for each officer entrusted with the collection of revenue by means of these tickets. The account will be debited with the number and the value of each kind of ticket issued to the collecting officer and should be credited with the amount of his collection paid into the Panchayat Union Office. Such remittances shall be made by the collecting officer every day if he resides in the headquarters of the Panchayat Union or within three miles therefrom and twice a week in other cases. They shall be accompanied by chalans in Form No. 5 with the details noted on obverse of that part of the chalan meant for retention in the Panchayat Union Office.

(4) Where the ticket has been completely used, the counterfoils shall be sent to the Panchayat Union Office for check with the actual credits. Before a new ticket book is issued the old ticket book with all the counterfoils should be surrendered and the surrendered counterfoils should be kept by the manager under the safe custody.

(5) The collecting officer shall also keep an account of the tickets entrusted to him and the collections made by him. The daily collections by each kind of ticket shall be entered in such account and the balances struck at the end of every day. The account and the stock of tickets shall be verified at regular intervals by the Commissioner or the manager who shall certify to such verification.

(6) If any building belonging to a Union Council is rented out or if any land or other immovable property belonging to such council is leased out, prompt recovery of the rent of such building or the amount due under such lease shall be watched through the Miscellaneous Demand Register.

*Avenue Produce.*

35. A register should be maintained in Form No. 7 in the Panchayat Union Office for all avenues which are within the Panchayat Union limits and jurisdiction and it should show the number of fruit-bearing trees of each kind on each mile of a road and also the trees standing on porambokes transferred to its control. This register should be corrected from time to time as new trees are grown or dead trees are removed. Sales should be conducted by the Commissioner or any other responsible officer, authorized on that behalf and confirmed by the Panchayat Union Council. No lease of avenue produce should be granted for more than three years at a time.

*Register of Miscellaneous Sales.*

36. This register in Form No. 8 is intended for the record in the Panchayat Union Office of transactions connected with the sale of avenue clippings, old stores and materials, produce of lands and

gardens, sale of land, etc., other than cases in which regular agreements are taken and should be maintained in the Accounts Branch. Leases of avenue produce should not be entered in this register. The entries in the first five columns should be made as soon as orders have been issued, for the sale. The entries in the register should be supported by sale list. All amounts outstanding at the end of the year should be carried forward on the next year's register.

*Choultry Receipts.*

37. The Choultry Book in Form No. 9 should always be kept in the rest house or choultry in charge with the watchman or maty-Travellers should be requested to note the dates and hours of their arrival and departure and to make payments before their departure in accordance with the scale fixed by the council, which should be stated in a notice to be hung up in the choultry, and to note the payments made by them in the proper column of the register with their initials.

*Licences and Permissions.*

38. The applications for licences and permissions under sections 111 and 112 of the Act should be accompanied by the chalans in support of the remittance of the prescribed fee. Field officers should be required to submit lists in Form No. 10 of such places of business immediately after the commencement of every year, and any person shown in the lists who may not be found after enquiry to have taken out proper licences should be prosecuted. Persons shown in the subsequent monthly reports of field officers (Form No. 11) as not having taken out licences should also be similarly prosecuted. If any amounts due are not collected during the year and are also not written off they will be entered in the Miscellaneous Demand Register in the next year.

39. All licences should be issued in the same Form No. 12. They should be entered consecutively in the register of licences and permissions in Form No. 13. If it is necessary to supply the licence with a statement of the conditions subject to which the licence is granted such conditions should be printed from a local press and supplied with the licence to the party concerned.

40. The amounts received along with the applications are not legitimately due to the Panchayat Unions, they should first be taken credit under " Deposit and Advances, Deposits—Fees for licences and permissions under Sections 111, 112 and 114 of the Act."

41. If the licence is refused, the amount paid by the parties may be refunded. If the licence is granted, the amount concerned should be adjusted and credited to the account of the concerned

village panchayat in the Village Panchayats Consolidated Fund Ledger by debiting " Deposits and Advances—Deposits—Fees on licences and permissions under Sections 111, 112 and 114 of the Act."

42. A subsidiary register should also be maintained Village Panchayatwise in Form No. 13-A. The entries in this register should be made (1) at the time of receipt of the amount of fee for licences and permissions and (2) at the time of granting or refunding the licence or permission.

*Fees for Licences under the Madras Places of Public Resort Act*, 1888.

43. The income under this item is due to the Village Panchayats. Applications received for these should be required to be verified by the Field officers in regard to extent and other particulars. Licences in Form No. 14 should then be issued by the Commissioner and recorded in a separate column in the register of licences and permissions in Form No. '13. Licences for places of public resort or entertainment granted under Section 7 of the places of Public Resort Act, 1888, shall be of two classes—

(i) Annual and (ii) Temporary. A licence once granted may be renewed at the discretion of the Commissioner.

The accounting procedure is the same as that detailed in paragraphs 41 and 42 above. This does not apply to licencing of Cinemas under the Cinematograph Act.

*Register of Encroachments (Form No.* 15)

44. This register is intended for recording all encroachments on road sides and other porambokes within the Panchayat Union area, whether permanent or temporary, noticed and reported by the Field officers.

*Register of encroachment fees.*

45. Cases of encroachments, whether sunshades, balconies, steps, drain coverings, etc., licensable under section 82 of the Madras Panchayats Act, 1958, should be picked out from the Register of Encroachments (Form No. 15) and brought into the Register of Encroachment Fees which should be maintained in Form No. 16 in the Accounts Branch.

46. The amount of licence fee due in respect of each encroachment as entered in the Register of Encroachment Fees should be noted both in the notice for payment, and in the application for renewal of licence. The field subordinates should serve the notice for payment, getting the signature of the party in the originals, and at the same time, deliver the application in (Form No. 17) after obtaining the signature of the party. They should

simultaneously collect the licence fees, granting temporary receipt in Form No. 18 to the parties for the amount so collected and remit the amount into the Panchayat Union Office to the credit of the Panchayat Union once a week. On receipt of remittances in the duplicate receipts, licences should be issued.

47. Leases of road sides and street margins should be picked out from the Register of Encroachments and entered in the Miscellaneous Demand Register, to watch the recovery of the lease amounts.

*Prosecutions and Fines.*

48. Fines realized by Courts under the provisions of the following enactments are creditable to the Panchayat Unions concerned :—

Madras Panchayats Act, 1958.

Nuisance under the Indian Penal Code, 1861.

Madras Town Nuisance Act, 1889.

Madras Births and Deaths Register Act, 1899.

Places of Public Resorts Act, 1888.

Madras Prevention of Adulteration Act, 1954.

Madras Public Health Act, 1939.

Madras Entertainment Tax Act, 1939.

In all these cases the fines levied by the magistrates are collected and credited to the State funds in the first instance and then are paid to the Panchayat Unions concerned by crediting into the treasury to their account.

The magistrates will also furnish to the Panchayat Union at the end of every month; a statement showing the fines awarded and the amount of fees collected and remitted into the treasury. The correctness of " the amount credited in the treasury " should be verified with reference to the statements received from the magistrates.

The responsibility for reconciling the figures relating to the fines, fees, etc., collected by courts and payable to the Panchayat Unions rests with the Commissioners. For this purpose, they should depute one of the clerks of their office to the office of the Sub-Magistrates in the first week of every month.

*Register of prosecutions.*

49. This register should be maintained by the clerk dealing with licences in Form No. 19 and it is a complete record of all prosecution launched and is intended to watch the progress of prosecutions and the realisation and adjustments of fines. This register should be reviewed periodically by the Commissioner and his initials affixed in token thereof.

50. Any collections in dispensaries should be remitted into the Panchayat Union Office to the credit of the Panchayat Union once a week with a chalan in Form No. 5 showing the details. The duplicate copy of the chalan should be retained in the Panchayat Union Office for file.

*Vaccination Receipts.*

51. All applications for vaccination at home should be numbered consecutively and filed in a separate file. The collection will be made by vaccinators, who will give receipts in Form No. 21 which should bear printed consecutive numbers. The collections should be remitted at least once a week to the credit of the Panchayat Union Office.

*Writes-off and Remissions.*

52. The distinction between remissions and writes-off should be carefully noted. Writes-off are for amounts which the council (for reasons which should be duly recorded) found irrecoverable. While all exemptions in whole or part and the demand granted temporarily, in respect of lease amounts should be classified as remissions. When writes-off and remissions can be sanctioned by the Panchayat Union Council subject to the limits if any prescribed by Government. The particulars of writes-off and of remission should be recorded in the Register of Writes-off and the Register of remissions in Form Nos. 22 and 22-A.

## CHAPTER III—EXPENDITURE.

*Voucher.*

53. Vouchers for payments should always be in the prescribed forms and care should always be taken to keep a sufficient stock of these in hand.

Payment to illiterate persons must be attested by one or more witnesses.

The amount of each voucher should be entered in words as well as in figures; and care should be taken not to leave space for fraudulent alterations before or after either entry.

All corrections and alterations in vouchers should be attested by the initials of the officer or persons signing the bill, while those in the pay order should be attested in the same way by the Commissioner. No document bearing an erasure should or any account be accepted.

54. All vouchers for expenditure should be placed before the Panchayat Union Council either before or after payment; for scrutiny and admission of the charges.

55. All payments out of the Panchayat Union Funds in respect of the bills presented to the Panchayat Union shall be made only after the bills are passed by the Commissioner. Except in the case of petty contingent expenditure incurred from the Permanent Advance, all payments shall be made only by means of cheques drawn on the treasury or bank in which the moneys of the council are lodged.

56. When the Commissioner of the Panchayat Union Council who is authorized to draw cheques against the funds of the Panchayat Union Council lodged in a Government Treasury or bank makes over charges of his office either temporarily or permanently he shall send a specimen of the signature of the relieving officer together with a certificate in the form given below to the Treasury Officer or the local official of the bank as the case may be.

*Form of Certificate.*

Signature and designation of the relieving officer A.B.

I certify that the above is the signature of the officer to whom I have made over charge of my office with effect from the forenoon/afternoon of (date) day of (month) 19 .

C.D.

Signature and designation of the officer making over charge with date.

*Cheques.*

57. Cheque books shall be kept in the personal custody of the drawing officer and when a transfer of charge takes place, a note shall be recorded in the cash book over the signature of both the relieved and the relieving officers showing the number of unused cheques and cheque books made over and received by them respectively.

58. The officer in whose custody it is to remain shall satisfy himself that all unused cheques are in the book and that none have been surreptitiously extracted.

59. No cheque shall ordinarily be signed unless required for, immediate delivery to the person to whom the money is to be paid. The practice of retaining signed cheques in the office should not be permitted.

60. Every cheque shall be drawn in favour of the person to whom the money is actually to be paid and self cheques should not be drawn except in the following cases :—

(i) Pay and allowances of establishment.
(ii) Recoupment of permanent advance.
(iii) Replenishment of Panchayat Union cash chest.

61. The amount of every cheque shall be written in words as well as in figures on the cheque and on the counterfoil, and the counterfoil shall be initialled by the person who signs the cheque.

*Cancellation of Cheques.*

62. When a signed cheque is cancelled, it should be enfaced or stamped " Cancelled " by the Commissioner and shall be destroyed by the Auditor as soon as the accounts for the month in which the cheque was drawn have been audited. The fact of cancellation shall be noted in red ink under the initials of the drawer of the cheque upon the counterfoil and also across the passing order which has been enfaced upon the voucher.

63. If the cheque is cancelled before the cash transactions of the month in which it was issued have been totalled, the entry in the cash book shall be struck out in red ink under the initials of the Commissioner with a note that the cheque has been cancelled.

64. If however the cash book has been totalled and the correction is required to be made in a year subsequent to that in which the cheque was issued, the amount of the cheque shall be credited in the cash book in the treasury column under the head " Refunds of expenditure of previous year "; if, however, the correction is made in the year in which the cheque was issued, it should be posted on the payment side of the cash book in the treasury column as a minus entry under the head of expenditure to which it was originally charged.

65. Cheques are current for three months only. After the expiration of that period, payment will be refused in the treasury, and the person in whose favour the cheque was drawn will therefore have to bring it back for being revalidated. No fresh cheque should be issued. The lapsed cheque shall simply be redated and the alterations attested by the Commissioner. A note of the fact of redating shall be entered in the cash book against the original transaction and upon the counterfoil of the cheque itself. The alteration will in no way affect the accounts and no further entries shall be made.

66. Separate acknowledgments (stamped where necessary) shall be taken and where disbursements are made in the Panchayat Union office in the last column of the bill and in other cases in the acquittance register in Form No. 23 from each member of staff to whom any salary or allowance is paid, except where the drawer of the bill is the sole payee and has always furnished the receipt (stamped) where necessary; on the bill itself.

67. Where any member of the staff of a Panchayat Union council makes any payment from any sum drawn by him, he shall, unless a receipt (stamped where necessary), has been furnished on the bill itself; obtained and attach to the bill a separate receipt (stamped where necessary).

68. Whenever any item of expenditure requires the sanction of any authority higher than the official drawing the bills such sanction shall be obtained and the terms thereof shall be quoted on the bill.

*Establishment Bills of the Panchayat Unions.*

69. Pay bills shall be prepared in Form Nos. 24 and 24-A as the case may be. Cheques in payment of establishment bills shall be drawn in favour of the Commissioner.

70. The monthly pay bill of the establishment of a Panchayat Union shall be supported either by an absentee statement in Form No. 25 or by a certificate in the bill that no leave has been granted to any member of the establishment.

71. To the first pay bill in which a periodical increment is drawn, an increment certificate in Form No. 26 shall be attached.

72. The pay of an official lent by the Government to a Panchayat Union or transferred to it from any other local body shall be drawn only after the receipt of a last pay certificate in Form No. 27 granted by the head of his former office. Such certificate shall be attached to the first pay bill drawn, after such loan or transfer.

73. The last payment of an employee's pay and allowances or in case he is finally quitting the service of the Panchayat Union at the end of any leave granted to him, the last payment of his leave salary, shall not be made until it has been ascertained that there are no demands outstanding against him. A certificate to this effect signed by the Commissioner shall be attached to the bill in which such pay and allowances or leave salary is claimed.

74. Arrear pay shall be drawn not in the monthly bill, but in a separate bill which shall be quoted in the bill from which the charge was omitted or withheld or on which it was refunded by deduction.

75. The drawer of a bill for salary and allowances shall be personally responsible for the amount so drawn until it has been disbursed to the proper person or persons and their acquittances (stamped where necessary) have been obtained. The Acquittance Register should be in Form No. 23. If the payee does not present himself within thirty days from the date of the drawal of money, the amount drawn, for him shall be refunded by short drawal in the next bill. The amount of salary and allowances drawn shall not in any circumstances, be placed under deposit.

76. When a conveyance, for which a conveyance allowance, is drawn, is temporarily out of use, the conveyance allowance may continue to be drawn up to a maximum period of ten days. In such case the officer or servant claiming the conveyance allowance shall furnish in the certificate information as to the actual number of days on which the conveyance was not in use during the month.

77. Fixed travelling and conveyance allowances shall be drawn in the pay bill of the official concerned and not on travelling allowance bills. To every bill for conveyance allowance, a certificate shall be attached that the conveyance was actually maintained in good order and used by the official concerned during the month.

*Establishment Audit Register.*

78. (i) In order to facilitate the check of monthly bills for recurring charges, such as establishments, house rent and fixed travelling and conveyance allowances, an audit Register shall be maintained in Form No. 30 in the Accounts Branch of the Panchayat Union Office. Each page of this register is divided by horizontal lines into three equal spaces for the record of three years' charges. A page should be set apart for the audit of each section of an establishment, the different sections being entered consecutively and a page for the total charge of the establishment should be left immediately after them when the number of sections exceeds one. The sections in the audit register should exactly correspond with those in the establishment bill. The establishment should be arranged in the order of the major and minor heads of account and a page should be left blank after each major head for the entry of any permanent establishment that may be subsequently sanctioned.

(ii) This register is opened by bringing forward the detailed scale for each section and the total sanctioned pay of the section as finally recorded in the previous year's audit register. The details of the scale of establishment should be recorded in a fly leaf in the following form inserted between the pages of the register :—

Details of appointment and pay in the Office of the . . .

| *Appoin'ments.* | *Name of substantive holder.* * | *Minimum.* | *Increment.* | *Maximum.* | *Actual on 1st April* *Gross.* | *Actual on 1st April* *Incometax.* | *Actual on 1st April* *Provident Fund.* | *Three sets of columns for 3 years as (6) to (8).* | *Remarks.* |
|---|---|---|---|---|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) | (9) | (10) |

* This column is ordinarily not to be used ; but in the case of appointments on progressive pay and in large offices with great divisions, the names of holders of the appointments may be shown. The object is to facilitate comparison with the bills and thus to make audit easier. Names should not be shown except to

obtain this result. In the case of very small sections on fixed pay the fly leaf may be altogether omitted, the details of appointments being shown in the body of the register.

The minimum and maximum columns for the detailed scale as well as for the sectional totals should be used only when the pay or part of it is progressive and in this case, each increment, as it is admitted, will be added to the total of the "Actual" column and the pay of the appointment effected altered in red ink, with a note in each case of the date from which the increment has been granted. Alterations of the scale, and of the actual total payable at the time due to orders passed during the currency of the register, should be similarly noted with a quotation of the orders. All entries of orders and amounts in the money columns must be initialled either by the Commissioner or the Manager.

In the column headed "orders of Government" the last general order sanctioning the establishment as a whole should be quoted against the first section only. Any order passed during the currency of the register should be noted against the particular section affected and reproduced in subsequent registers. Budget sanction should not be quoted as authority for establishments.

The first of the three horizontal divisions of the page serves for the record of the audit for the first year after which the entries of maximum, minimum and actual will be made in the second space after the same examination as above and the audit continued therein. The third space will be similarly utilized in the succeeding years.

(iii) In posting the audit register the amount shown in the column "Net charge for each section" in the establishment bill should be entered against each section. Below this should be entered in red ink with the letter "we" prefixed any amount due but not drawn by reason of absence, etc., to check arrear bills. The amount of fines shown in the establishment bill should be similarly noted in red ink with the letter "F" prefixed to check bills preferred when the fines are subsequently remitted. No subsequent claim not covered by the last two entries or by special authority to utilize savings should be admitted without full explanation of the circumstances under which it was omitted from the monthly bill which is expected to exhibit the full claim for the month. The entries should always be begun from the top of the allotted space in order that there may be space for the record of arrear bills and also of sums refunded by short drawal which may be claimed again.

NOTE —Government or other orders affecting any member of the establishment should also be noted in the audit fly leaf.

(iv) Establishment audit registers run from April to March, and pay is recorded under the month for which it was due, not that in which it is disbursed.

(v) When the payments have been recorded against the sections the amounts posted should be totalled and agreed with the total of the bill, which should be posted on the page set aside for it, without the sectional totals being again detailed.

*Arrear Bills.*

79. Arrear bills will be passed in the manner above described against the section concerned after reference to the note of amounts due but not drawn, the necessary additions being made to the total.

*Temporary Establishment.*

80. When sanction is received for a temporary establishment the requisite entries should be made in the first three columns of the audit register, the period for which the sanction holds good being distinctly specified in the second column below the details of the appointments sanctioned; lines should then be drawn across the pages of the months previous and subsequent to such period, so as to prevent admission by oversight of pay for a period in excess of sanction.

NOTE.—Temporary establishments should be entered in the audit register after the permanent establishment and should not be mixed up with them.

*Bills relating to the Elementary Schools and Medical Institutions.*

81. The pay bills and bills of elementary schools and medical institutions should be signed by the Headmaster and the Medical Officers concerned respectively and submitted to the Commissioner. The bills should after scrutiny by the Accountant be submitted to the Commissioner for being passed for payment.

The amount of pay and allowances of elementary schools and medical institutions should be sent to the Headmaster or the Medical Officer by cheque on the nearest treasury or sub-treasury or by money order. When the payment is by cheque the cheque should be sent by registered post or in such manner as may be prescribed.

The Headmaster and the Medical Officer should obtain the acquittance of each of the payee and submit the acquittances to the office of the Panchayat Union Council.

No pay bills of the establishment of elementary school or medical institution should be passed for payment unless it is accompanied by the acquittance rolls in Form No. 23-A for the previous month. It is the duty of the Accountant to watch the receipt of the acquittance rolls. The acquittance roll should be filed along with the paid voucher.

*Travelling Allowances.*

82. Travelling allowances should be drawn in Form No. 35. The travelling allowance of the employees of the Panchayat Union Council and members of the Panchayat Union Council should be scrutinized by the Accountant to see that the claims are correct with reference to the rules issued by Government.

If the rules require the sanction of a higher authority, such sanction should be obtained first before the claim is preferred. The correctness of the claim should be verified by the Accountant, who shall, after scrutiny submit the bill to the Commissioner for being passed for payment.

Soon after the receipt of a bill, the Accountant shall verify whether the claim is correct. He shall also satisfy himself whether any advance of travelling allowance was drawn and if so he shall deduct the amount of the advance from the bill, if not already done. If the incumbents were drawing conveyance allowance, the proportionate conveyance allowance for the days of the journey should also be deducted.

No claim for travelling allowance shall be entertained if it is made after three months from the date of completion of the journey to which it relates.

*Permanent Advance.*

83. The Commissioner will be allowed a permanent advance to pay for contingent charges and all petty items below Rs. 20, which have to be paid in cash. The amount of the advance should be sanctioned by the Council and it should be sufficient to meet the average expenditure of a fortnight. The Permanent Advance will be kept in the custody of the cashier who should maintain a Contingent Register in Form No. 37 in which should be entered each payment as soon as it is made. No payment should be made by the Cashier from the permanent advance until a payment order has been passed on the voucher for it by the Commissioner. When the permanent advance begins to run short, and in any case at the end of each month, a red line should be drawn across the page, the several columns totalled and a re-coupment bill in Form No. 38 drawn up showing the totals under the several major and detailed heads with the numbers of the sub-vouchers making up each of the totals. The grand total of the contingent bill should agree with the cross total shown in the contingent register. The contingent bill should then be placed before the Commissioner who will examine each entry in the register, initial it, cancel the sub-vouchers, sign the bill and pass it for payment.

*Refunds of Revenue.*

84. No items of revenue received by a Panchayat Union Council shall be refunded without the sanction of the Council. The sanction accorded by the Council shall lapse after one year from the date of grant thereof and thereafter a fresh sanction shall be necessary. Bills for refunds of revenue shall be drawn in Form No. 39. As soon as a refund is made, a note of grant thereof shall be made by the Accountant against the original credit entry in the relevant accounts.

85. Every bill shall be presented to the Manager or if there is no such officer to the Chief Ministerial Officer of the Panchayat Union who shall make it over to the Accountant after registering the bill in the Register of Bills received in Form No. 40. The latter shall enter it in the Register of Bills Passed for Payment (Form No. 41) and then check and examine the bill as regards its admissibility with reference to sanction or other documents the propriety of the claim and the arithmetical accuracy. If on such check and examination the bill is found to be correct and in order it shall be placed before the Commissioner for signing the payment order in the bill which shall run as follows :—

Pay by cheque/cash (amount in words and figures) only and debit the (major, minor and detailed heads).

The Register of Bills Received should be scrutinised by the Commissioner once in a fortnight. The register of bills passed for payment should be checked by the Commissioner once in a month.

*Contingent Register (Form No. 37).*

86. This register will be maintained for all contingent charges incurred. One column should be set apart for each head for which there is a separate allotment, which should be noted at the top. Any charges not falling under these heads should be shown in a column "Unusual charges" which from the nature of the case should not be incurred without previously obtaining a special allotment from the panchayat union. Before the register is brought into use, it will be ruled, and as such payment is made, the date, sub-voucher number, name of the payee and description of the charge will be entered in the three left hand columns and the amount in the proper column (marking of all the others). At the end of each month, the forward total of each column should be made in the contingent register and when the foot of the page is reached, it should be carried forward in ink to the top of the next.

The contingent register should also be totalled up, when for any reason, e.g., insufficiency of the permanent advance or when a transfer of office takes place, it is necessary to submit a bill before the end of the month. In such cases all the charges incurred should be included in the bill.

*Register of Bills Passed for Payment.*

87. (1) The procedure to be adopted in regard to expenditure incurred in the panchayat union office is to record all bills passed in a register of bills (Form No. 41) which should be maintained by the Accountant.

(2) An index by detail of departments will be prefixed to the above register. The register should be arranged according to account heads. A separate page or set of pages should be set apart for each head of charge. The name of the head of charge and the budget grant or allotment sanctioned for it should be noted at the top of the respective page or pages.

(3) On receipt of a bill, it will be entered in the index under the particular department concerned and a number allotted to it. Numbers will be allotted to bills in consecutive order, irrespective of the department to which the bill relates. When passed for payment, the bill will be noted in the register in the page set apart for the account head, and this number should be conspicuously noted on the voucher. Particulars of the bills passed should be entered under the respective heads and the Commissioner, as he pass as the bills should initial against each entry, payments by adjustments, will be entered in this register in red ink.

*Postage and Receipts Stamp Account.*

88. This register will be maintained in Form No. 42. When any charges appear in a contingent bill on account of purchase of postage or revenue stamps the Commissioner, before signing the contingent bill should satisfy himself that the postage or revenue stamps have been actually brought to account in the register maintained and should initial the entries in question. Care should also be taken to see that the issue entries are duly supported by corresponding entries in the despatch register. The actual use of revenue stamps will be verified by counting the receipts, etc., to which they might have been affixed. The balance of the register should be struck and verified at the close of each month by the Commissioner or the Manager who should certify to the verification.

*Stationery Account.*

89. This should be maintained in Form No. 43. The purchases should be made on indents duly sanctioned by the Council. The issues should be acknowledged in the register under the initials of the officer supplied. The balance should be struck at the end of each half year and verified with the actual stock by the Commissioner or the Manager who should certify to the verification in the register.

*Furniture.*

90. All furniture received from time to time should be entered in the Register of Tools and Plants in Form No. 44 which should be maintained in each subordinate institution. A consolidated register of tools and plant showing the opening balance, receipts and closing balance should also be maintained in the Accounts Branch.

When the articles are distributed among several institutions subordinate to the Panchayat Union, like elementary schools, a certificate of the existence of all the furniture, etc., should be obtained annually from the head of each institution and checked with the register maintained in the office and discrepancies, if any, reconciled.

An annual verification of the tools, etc., should be made by the Commissioner or other responsible officer deputed for the purpose and a certificate to the effect should be recorded in the register.

The closing balance of the tools, etc., at the end of the year should be struck and carried forward to the register of the subsequent year as opening balance.

*Log Book.*

91. In order to have a check and control over expenditure on repairs to lorries and other motor vehicles under the control of the Panchayat Unions, a log book in Form No. 45 representing an account of the sums spent should be kept lorrywise or vehicle-wise—

(i) so as to make a comparison of the amounts spent on each lorry or motor vehicle in a year;

(ii) to check up frequency or abnormality of repairs in any case;

(iii) to ensure that the sums spent in each year are within reasonable limits; and

(iv) to determine the point at which repairs would prove to be prohibitive and it may be more profitable to purchase a new lorry or a new motor vehicle.

In cases where old parts are replaced, the old parts removed should be accounted for separately by using them for other purposes or selling them in auction for not less than the scrap value. In cases where certain parts are noted as missing, the matter should be investigated in order to fix the responsibility for the loss and to take steps to prevent a recurrence thereof.

In order to determine the point at which it may be more profitable to purchase a new lorry than to undertake repairs at prohibitive costs to a technical officer like the Motor Vehicle Inspector or the Area Transport Officer should be consulted.

In regard to missing articles besides taking action for fixing the responsibility for the loss and for preventing a recurrence thereof, the sanction of the competent authority for writing off the depreciated value of the missing articles should be obtained.

*Suits for recovery of dues, etc.*

92. For the purpose of showing the particulars of suits instituted, costs incurred, advances made to pleaders and their adjustments on receipt of detailed bills, sums decreed and recovered, a suit register in Form No. 46 should be maintained in the Accounts Branch. Separate pages should be set apart for each suit. In the case of appeals, the entries should be made separately giving a cross reference to the original suit.

The following procedure in regard to the grant of advances to pleaders engaged by the Panchayat Union Councils should be carefully followed :—

(1) Lump-sum advances to pleaders should be avoided.

(2) If advances are applied for, details of the probable expenditure shall invariably be obtained and the amount of advance strictly regulated according to the needs of each case. The advance granted in respect of each case shall be debited to the head "Advance Recoverable" and shown in the register of "Advances Recoverable". The pleader shall maintain a ledger in Form No. 47 and cash book in Form No. 48 and shall render accounts showing the details of expenditure, so as to enable the Commissioner to effect the necessary adjustments in the accounts.

The Commissioner shall obtain half-yearly returns showing the number of suits pending in the previous year, number filed during the half year, number disposed of and the number pending at the end of the half year and compare the entries with those in the suit register.

The suit register shall be reviewed by the Commissioner monthly and a certificate to the effect recorded therein. The Commissioner shall also send half-yearly certificates to the Examiner of Local Fund Accounts in the following forms :—

"Certified (1) that the suit register for the half-year ended the 30th September 19 / 31st March has been posted up-to-date, the entries made therein have been duly verified and found to be correct and the other certificate to the effect recorded in the register under date;

(2) that action has been taken, wherever necessary, to file suits as ordered by the Panchayat Union Council and to execute decrees by filing execution petitions within the time allowed by law, and that no decree has been allowed to become time-barred for want of action during the half year; and

(3) that necessary action has been taken for the adjustment of advances given to pleaders."

## Chapter IV—Public Works.

### *Plans and Estimates.*

93. Estimates for works will be drawn up in Form No. 49 and will consist of four parts : a report, a specification, a detailed statement of measurements and quantities and an abstract showing the total estimated cost of each item.

The rates provided in the estimates should agree with those in the schedule of rates, but if for any reason these are not considered sufficient, a detailed statement must be prepared, showing the manner in which the rates used in the estimate have been arrived at. If the rates are higher than what have hitherto sufficed, it will be necessary to furnish detailed data in support of the rates proposed. If the rates are due to the higher prices of stock, this must not only be stated, but similar details should be given proving the statement and the higher rates will then be sanctioned.

94. In addition to the usual charge of five per cent for unforeseen contingencies, all incidental expenditure which can be foreseen such as compensation for, or cost of land, sheds for workmen and stores, etc., should be separately provided for in the estimates. The amount provided for unforeseen contingencies should not be utilized except under the special sanction of the Commissioner which should be given only when specific charges are not provided for in the estimate are required to be met.

Estimates for new roads should give the rate per mile of each kind of work such as earth work, metalling, etc.

### *Revised Estimate.*

95. A revised estimate should be submitted in the following cases :—

(*a*) when the total sanctioned estimate of the cost is likely to be exceeded in consequence of an increase of rates or increase of quantity being found necessary or from damage caused by floods, rains, etc., or from the necessity of renewing a work executed departmentally or by a contractor under proper sanction when it is condemned by an higher authority, or for any other cause discovered during the execution of the work;

(*b*) when a change of design or plan is considered necessary, and

(*c*) for renewal of a work which was abandoned after partial execution.

Every revised estimate should be accompanied by a comparative statement in Form No. 50 and should be submitted whenever the necessity for it arises and before the completion of the work.

96. A supplemental estimate is necessary when a development of project or work which is not fairly contingent on the proper execution of the work as first sanctioned, is thought necessary while it is in progress. It should be submitted before the additional works are undertaken and should be accompanied by a full report of the circumstances which render it necessary. The abstract should show the amount of the original estimate and the total of the sanction required including the supplementary amount.

*Schedule of Rates.*

97. The schedule of rates for the district as adopted by the Highways Department should be adopted by the Panchayat Unions also for works done to the same specification.

*Register of Estimates and Allotments.*

98. All estimates and allotments will be entered in this register (Form No. 51 maintained in the Accounts Branch). Separate pages should be set apart for works falling under each of the budget heads. When a revised estimate is sanctioned, the entry relating to the original estimate should be neatly scored through in red ink. The number of the revised estimate should be entered in the column for " Remarks " opposite the original entry, and a corresponding cross reference should be made opposite to the entry of the revised estimate. Subsequent additions to and deductions from the sanctioned allotments will also be noted with quotation of the orders relating thereto.

*Measurements.*

99. All work done should be measured at least once a month. In the case of small works, however, the execution of which runs over only a few weeks, it will be more convenient to measure up and pay for the work once for all on its completion and the agreement with the contractors should provide for this when practicable.

*Measurement Book.*

100. (1) All measurements of work done (whether by means of daily labour or by contract, or of materials received or issued), will be recorded in the Measurement Book in Form No. 52 which should be looked upon as the most important record, since it is the basis of all accounts of quantities.

(2) Outside each measurement book should be noted the exact period to which it appertains thus: " From 13th July to 18th December 1954 " the earlier being that on which it was brought into

use, and the later that on which it was completely filled in and returned to the Panchayat Union Office. The pages of the book should be machine numbered, and no page should, on any account be torn out, nor should an entry be erased or effaced so as to be illegible. If a mistake be made, it should be corrected by crossing out the incorrect words or figures and the correction thus made should be initialled. The entries in the measurement book should be made in ink.

(3) The situation of the work must be clearly described, so as to admit of easy identification and check, and measurements should be written up and rendered complete by calculating the quantities.

(4) From the measurement book, all quantities should be clearly traceable into the documents on which payments are made. No contract certificate or bill should be signed without crossing off the connected entry in the measurment book, and the document on which payment is made should invariably bear a reference to the number and page of the book in which the detailed measurements are recorded. When a contract certificate or bill is presented at the Panchayat Union Office, the entries regarding measurement should be checked with the measurement book, the number of the voucher as well as the date of entry will be endorsed upon the entries in the measurement book and the endorsement intialled by the Commissioner or the Manager.

(5) All the measurement books should be numbered serially. The eventual return of all measurement books to the Panchayat Union Office for record must be insisted on.

(6) The Commissioner will be responsible for seeing that measurement books are carefully kept and measurements properly recorded and that they are complete records of each kind of work done, for which certificates have been granted, or muster rolls prepared.

*Check-measurement.*

101. (1) All work executed or materials supplied under the supervision of the Panchayat Union Authorities should be check-measured by the authorities empowered on this behalf. The fact of check-measurement should invariably be noted under the signature of the check measuring officer with the date or dates of check-measurement, both in the measurement book against the measurements taken and recorded by the Officer-in-charge of the work in the contract certificate on which final payment is made. The check measuring officer should also record on the latter, a certificate that the work has been completed in accordance with the plan and estimate in a substantial and satisfactory manner.

(2) No materials should be spread on roads until they have been duly check-measured.

102. Payments for the spreading of metal on roads should be made with reference to area in the case of new works and the thorough remetalling of roads to their full width and with reference to cubic unit in the case of patch repairs. In the former cases, the actual area of the metalled portion of the road spread should be measured and payment made accordingly. The quantity spread which should be shown as issue in the Road Metal Statement in Form No. 53 need not necessarily be the arithmetical result of the area spread multiplied by the estimated thickness, owing to uneven thickness in actual spreading.

*Payment to contractors and contract certificate.*

103. Payment for work done or materials delivered should be made as a rule on a contract certificate in Form No. 55 showing the quantities and value of work executed, the quantities entered being duly attested by the Engineer, Supervisor or Overseer. Such payments will be treated as payments on account subject to adjustment on the final bill in Form No. 55-A.

Payments to contractors and suppliers should be made by means of cheques drawn in their favour. Such cheques should be delivered to them direct and not through the Engineer, Supervisor, Overseer or Maistri.

Every payment to a contractor should be on account of some particular work and not on general account. Advances are not also permissible. Payments in anticipation of measurements should also never be made.

Whenever a payment is made to a contractor, the whole quantity of he work executed up-to-date, on account of which the payment is made, should always be shown in the contract certifiacte. When a work has been check-measured before payment, the fact should be noted in the contract certificate.

Contract certificate should not be paid until they have been carefully checked in regard to measurements with those recorded in the measurement books and in other respects with estimates and agreements.

Reimbursement to contractors of the amounts paid by them on account of tolls or seigniorage otherwise than through rates is strictly prohibited.

*Scrutiny of bills.*

104. Before the bills for work are passed for payment, they should be examined by the Accountant in every respect, special attention being paid to the following points :—

(i) That the bill is in proper form with the necessary certificates and has been signed by the proper person or persons;

(ii) that it is for a charge covered by proper sanction:

(iii) that the arithmetical calculations are correct:

(iv) that it contains no erasures or unattested alterations.

(v) that the charge is not debited to a work other than that on which it is incurred for want of an allotment or sanction;

(vi) that the contract certificates is accompanied by a measurement book containing an abstract of the certificate at the end showing the total quantity and value of the different description of work charged for as also the total previous payments and deductions made in the year on account of the work, as shown in the contract certificate;

(vii) that the quantity of any work shown in the measurement book is the arithmetic result of the measurement thereof;

(viii) that the requisite details as regards locality, lead, size, and description of materials have been given in the measurement book;

(ix) that in the cases where measurements have been recorded up-to-date, the quantities since last certificate as noted in the contract cerificates are correct with reference to previous measurements, as seen from measurement books;

(x) that the check-measurement certificate has been recorded in the case of final bills both in the contract certificate and the measurement book in the manner prescribed;

(xi) that the rates do not exceed those provided in the contract agreements, sanctioned estimates and the schedule of rates, as the case may be. In the case of works for which no rate is provided for in any one of the above documents, the Engineer should personally examine the rate included in the bill and sign a certificate on it that the rate is reasonable;

(xii) that all the previous payments on account of the work have been detailed, and that the necessary deduction has been made on account of securities, fines and other disallowance, if any;

(xiii) that in the case of charges for cartage and spreading of metal, the quantities are not in excess of those shown as balance in the metal statement for the previous month plus any quantities the collection of which might have been paid for in the current month;

(xiv) that in the case of nominal muster rolls there has been no undue delay in paying the mazdoors;

(xv) that the rates at which departmental work is valued are not more than what is allowed to contractors for similar description of work.

105. The accounts relating to contractors should be kept as personal account and a separate folio should be opened in the personal ledger in Form No. 57 for each contractor. The entries in the debtor side show the payments made to the contractors and

those on the creditor side, the value of work done as shown in the contract certificates passed from time to time. The account should embrace all transactions to which the contractor is a party, whether relating to one or several works, or the materials purchased from him and should show the number and amount of each passed bill and certificate with a brief entry of the name of the work, the number and amount of each cheque and the balance due to or from the contractor on account of each work not settled up in full. When there are balances due to contractors on more than one certificate, the amount due on each certificate should be detailed in the ledger. The value of materials made over to a contractor should be debited to his account and receipt for the value thereof taken from him in support of the debit. The contractor should acknowledge the correctness of his account by signing the ledger at convenient intervals when he happens to be at the Panchayat Union Office. The accounts of the contractors should be closed without delay on the completion of the contract.

NOTE :—(1) The ledger should be maintained by the Accountant of the panchayat union office.

(2) When contractors are paid up in full on completion of each work, the contractor's ledger need not be maintained.

*Departmental execution of works.*

106. (1) When works are done by daily labour, the basis of the account will be the nominal muster roll in Form No. 61 which will be kept separately for each gang of labourers for a week, fortnight or a month as may be found convenient.

NOTE :—Muster rolls should never be prepared in duplicate and all entries in them should be made in ink or in indelible pencil.

(2) When works are executed departmentally, the rates at which such works are valued and paid for should not exceed those allowed to contractors for similar classes of work.

(3) The nominal muster roll must be written up daily by the subordinates deputed for the purpose, before the labourers begin work. It is intended to be used in the case of all classes of coolies, including avenue coolies.

(4) In opening the nominal muster roll, the work people should be mustered in order and their names taken down according to their classes and rates of wages, the names of the higher paid men being entered first and so on down to the lowest; a little space should be left after each group of names to provide for the entry of the names of additional labourers who may be engaged before the close of the period for which the muster roll is kept.

(5) The daily presence or absence of each labourer will be denoted by the insertion of the letters " P " or " A " as the case may be, against his name. The sum of the figures brought out in the column " Total " will represent the total number of days each labourer has been present.

(6) The muster roll should be closed immediately after the close of the week or other period for which it is kept and the labourers paid as soon after as possible.

(7) The paying officer will make the disbursements, note the date of the payment and enter his initials, opposite the name of each labourer paid. The disbursement certificate at foot of the nominal muster roll will then be signed by the officer witnessing the disbursement. The disbursement should invariably be made by the Junior Engineer/Supervisor.

(8) Wages not claimed within three months of their falling due should only be paid under the written orders of the Commissioner.

(9) In paying daily labourers, the amount due as well as that actually disbursed must be shown. All persons except those regularly employed whose salaries are charged to "Establishment" will be considered as daily labourers and their pay will be charged to the works on which they are employed. In the case of permanent road mazdoors, however, no distribution need be made to the several road works concerned. Their wages may be debited to "repairs communications".

NOTE:—In cases where the wages of mazdoors are not directly debited to specific works but are shown in a lump under some head of account, the sanction of the Government should be obtained for the employment of hands entertained for periods in excess of two years,

(10) In Part II will be exhibited an abstract the value of the work done as compared with the cost of labour employed. If however, the work is of a petty nature, and in consequence not susceptible of measurement, this part need not be filled up but in lieu thereof, a certificate should be furnished, that the work turned out is worth the amount paid for it.

(11) Details of measurements will be recorded in the measurement books which should be forwarded to the Panchayat Union Office with the nominal muster rolls, in the same manner as in the case of works paid on contract certificates.

(12) The column "Father's name" should be invariably used in cases where the identity would otherwise not be sufficiently established as when two or more men bear the same name.

(13) In cases where maistries are employed for general purposes and not on particular description of work, their pay may be drawn separately on establishment bill forms and no attempt should be made to distribute it amongst the different Panchayat Union heads of the work which they may supervise.

*Imprests.*

107. When disbursements are made by the Engineer, Supervisor or Overseer they may be provided with standing imprests, the amount of which should be fixed by the Council subject to such restrictions as may be imposed by Government from time to time.

Payments for labour and for materials purchased will ordinarily be made by the Engineer directly from the imprest.

*Accounting of imprest.*

108. (1) The imprest given to the Engineer from time to time will be debited to "Advances recoverable" and entered in the "Register of Advances Recoverable" as advances made to the Panchayat Union Engineer for departmental works and its adjustment watched in the Accounts Branch. The Engineer will maintain one imprest account in respect of all departmental works in Panchayat Union Form No. 62. All payments made by him whether for materials purchased for the specific work or for labour should be recorded in this register, classified for each work separately, giving imprest voucher numbers in the order of payment. This account will be closed when the imprest begins to run short and in any case at the end of each month and a copy thereof sent to the Commissioner along with the connected vouchers, whereon should be noted a reference to the relevant sanctioned estimate and a copy of the materials account together with an application for additional imprest is required if any. A statement showing the materials taken from the stores and used on work should also be forwarded. The accounts branch will check the imprest vouchers with reference to the estimate and schedule of rates as also the correctness of the imprest will, if necessary, be sanctioned by the Commissioner. Disallowance, if any, made should be communicated to the Engineer to enable him to make a note of it in his imprest account, raise the imprest balance to that extent and to take such further action as may be necessary in the matter.

*Adjustment in accounts.*

An adjustment voucher (transfer entry voucher, crediting "Advances Recoverable" and debiting the respective work) will then be prepared in the accounts branch, enclosing the imprest vouchers to the extent they have been passed, showing the expenditure against each work separately. The month's expenditure will then be posted in the Register of Estimates and Allotments.

In the case of materials transferred to a work from other works or from general stock besides making entries promptly in the accounts of materials adjustment vouchers should be prepared and sent to the accounts branch immediately after the materials are transferred. It will be the responsibility of the accounts branch thereafter to see that the necessary adjustment is carried out in the month in which the transaction takes place in the accounts and the Register of Estimates and Allotments.

*Miscellaneous supplies.*

109. All articles or materials purchased for departmental works will ordinarily be paid on bills in Form No. 63 supported by supplier's bills. If it is not possible or convenient to obtain from the supplier a receipt in the above form, the receipt given by the supplier may be accepted, but the purpose for which the articles were purchased and a certificate as to the actual receipt of the materials, the correctness of the claims, the quality of the supplies and the reasonableness of the rate as provided in the bills should be recorded on the receipt.

*Stock Account.*

110. A stock account of materials should be maintained by the Engineer or Overseer giving a continuous record of the receipts, issues and balances, this account should be maintained separately for each work in Form No. 53. Supplies or road metal and other materials purchased separately for each work should be entered as receipts and issues for the work as expenditure, the balance being arrived at in the column provided for the purpose on the completion of the work or at the end of the month, whichever is earlier. When materials are transferred from one work to another, they should be shown as minus entries in the accounts of the former work and as receipts in the account of the latter, necessary indication being given to the other work in each of the two accounts. Where materials are used, from general stock, the receipt for individual works should be entered in Form No. 53 the necessary debit being given to the general stock account.

*Road Metal Statement.*

111. Road metal should be charged off finally against the estimates in which the collection of it has been sanctioned. At the end of the month, the Overseer or Supervisor should submit a statement in Form No. 53 showing the receipts and issues of road metal during the month and the balance at the road side at the end of it for each mile of every road. The receipts should be checked with the payments for collections of metal and the issues with those for spreading. At the end of the year the Commissioner should satisfy himself of the actual existence on the road sides of the unused balance of metal shown in the metal account for March. For this purpose, he should either himself measure the stock of metal on the road side at the end of the year. All differences found should be brought to the notice of the Council for such orders as it may consider necessary. The balances as finally settled will form the opening balances for the next year's return, and credit should be taken for these in the estimates for that year.

## Chapter V—Debt Heads

*Advances.*

112. Advances are of two kinds, viz., Permanent Advances and Other Advances. The former should be allowed to the Commissioners or Engineers or and other officers who incur petty expenses which required to be paid at once before money can be obtained on regular bills. Other advances should be made only in rare cases and with the special sanction of the Council.

*Permanent Advances.*

113. A portion of a permanent advance should never be refunded. If it is desired to either increase or decrease the amount of the advance, it should be refunded in full and the revised advance drawn.

If, during the course of a year, a permanent advance changes hands, the receiving officer should sign and forward to the office an acknowledgment that he has received the full amount of the advance from the officer whom he relieves.

Every permanent advance must be duly acknowledged as follows before 5th April of every year :—

" I hereby acknowledge that the amount of rupees (words and figure)
being the permanent advance in my hands is due from, and has to be accounted for by me."

Permanent advances should be entered in a register in Form No. 64 which should be maintained by the Accountant.

*Other Advances.*

114. For other advances a register will be maintained in Form No. 65. This register should be maintained by the Accountant.

All the balances outstanding at the end of the previous year will be first entered in it and then each advance made during the year will be entered as soon as it is made. The total of the advances made during every month as shown in this register should be agreed with the corresponding total shown in the Posting Register, and the former should be initialled by the Commissioner or Manager in token of such agreement. When an advance is recovered in cash or adjusted by deduction from a bill or by transfer adjustment, the amount should be noted against the original advance in the column for the month in which the recovery or adjustment is made. The monthly columns for recoveries should be totalled at the end of the month and the total agreed with

corresponding credit under "Advances" in posting register and initialled by the Accountant and the Commissioner. The register should be balanced at the end of the year and the outstanding balances carried forward to the next year.

*Deposits.*

115. Deposits of Panchayat Union Councils are generally of the following kinds:—

(*a*) Contractors' deposits for the fulfilment of their contracts.

(*b*) Earnest money deposits of tenderers.

(*c*) Renters' deposits for the punctual payment of kists.

(*d*) Fees on licences and permissions under sections 111, 112, and 114 of the Act, collected on behalf of village panchayats and pending adjustment to the account of village panchayats.

(*e*) Other deposits for sums which cannot be brought to account under any revenue head.

*Register of Deposits.*

116. A register of deposits received by the Panchayat Unions in cash should be maintained in Form No. 66. Separate sets of pages will be set for each of the classes of deposits referred to in the above paragraph.

Each part of the register will open with the details of the previous year's outstanding balances as shown in the previous year's register. The deposits received during the year will then be entered in the register as each transaction occurs. At the end of the month the total of the deposits received during it should be made and the total reconciled with the corresponding figure in the Posting Register and initialled by the Accountant and the Commissioner. Repayments in cash or by transfer should be noted against the original credit in the column for the month in which the refund is made and a total of the postings should be made at the end of the month and agreed with the corresponding figure in the Posting Register.

117. For deposits on account of licences and permissions a subsidiary register in Form No. 13-A will be maintained. Separate pages will be set apart for each village panchayat—(Vide paragraph 42 supra). This register will be checked with the register of licences and permissions and the amounts will be credited to the village panchayats as and when licences and permissions are granted. Such a review should be done once in a fortnight by Extension Officer for Panchayats.

118. Refunds of deposits in cash should be made on vouchers in Form No. 39. They should be passed for payment only when the Commissioner has satisfied himself by a reference to the register that the deposit is actually outstanding which should also be certified to by the Accountant.

The following items should not be credited to any deposit head of account :—

(*a*) Sums that can be clearly brought to account under any revenue head;

(*b*) pay, pension, leave salary or other allowances ;

(*c*) fines.

119. No item shall be credited to any deposit head of account except on the written order of the Commissioner.

120. At the end of each year, any deposit or balance thereof shall be credited to a revenue head of account, if it has remained unclaimed for a period of three years from the date on which it became repayable or in case the deposit has been received in cash and the deposit or balance thereof does not exceed one rupee, if it has remained unclaimed for a period of one year, from the date on which it became repayable. The deposits lapsed should be noted in the Register of Deposit lapsed in Form No. 67.

### Deposits and Advances.

*Submission of returns*

121. The Commissioners of Panchayat Unions should see the pendency under " Deposits and Advances " is kept at the minimum and that all adjustable items are adjusted in time. They should also forward to the District Inspector of Local Fund Accounts concerned on the 15th May and the 31st October of every year a statement for the preceding year showing the deposits which are one year old in the case of items of one rupee and less and more than three years in the case of other items but have not been allowed to lapse and pending items of advance which are more than one year old at the close of the half years ending with 31st March and 30th September respectively, giving detailed reasons for their pendency.

Similarly a half yearly return of advances pending should also be submitted in the following Form :—

Panchayat Union.

*Half-yearly statement showing items of pending advances as on 31st March/30th September of the year.*

PART I.

Advances granted to officers and servants of panchayat union councils, such as advance of pay, advance of travelling allowance, advance for purchase of conveyance, advance for purchase of Mosquito nets, advance, etc.

| *Date of advance and Voucher Number.* | *Name of Officer or servant to whom the advance granted.* | *Designation.* | *Purpose of advance.* |
|---|---|---|---|
| (1) | (2) | (3) | (4) |
| *Amount originally granted.* | *Amount adjusted or recovered so far.* | *Balance pending adjustment.* | *Reasons for pendency.* |
| (5) | (6) | (7) | (8) |

PART II.

Other advances such as those relating to law charges, execution of works, supply of materials, supply of forms and stationery and other items not falling under the categories specified in Part I.

| *Date of advance and Voucher number.* | *Purpose of advance.* | *Amount pending adjustment.* | *Reasons for pendency and action taken for adjustment.* |
|---|---|---|---|
| (1) | (2) | (3) | (4) |

Certified that particulars shown in Parts I and II are correct and that the totals agree with the total outstanding in the advances recoverable register closed on

*Commissioner.*

*Investments.*

122. A register of investments held by the Panchayat Unions as its property should be maintained in Form No. 68 by the Accountant. This will show all investments belonging to the Panchayat Union, the purpose for which each is held being stated in the column privided for the purpose and the orders of Government, if any, being quoted against each. No investment should be written off this register unless disposed of absolutely by sale or otherwise. The total amount of the investment should be verified annually.

This register will show the interest due and the interest realized from time to time. At the end of the year, an abstract showing the amount of interest due, realized and balance should be recorded over the signature of the Commissioner. The balance of investment at the close of the year should be carried forward as the opening balance for the next year.

Before the end of the month following each half year the Commissioner of the Panchayat Union should take out all the securities such as National Savings Certificates, War Bonds, Government Promissory Notes, Debentures, etc., and verify them with the entries made in the Register of Investments. After such verification, he should certify in the Register that all the securities entered therein and remaining uncashed on that date, are available and that action has been taken to realize all amounts of interest and principal which have fallen due.

*Loans.*

123. The following registers and records should be maintained by the Accountant to record the transactions relating to loans :—

(1) Register of Loans—(Form No. 69) showing the receipts from the loans; the repayment thereof and the payment of interest thereon.

(2) Appropriation subsidiary Register (Form No. 70).

*Security Deposits.*

124. A separate register will be maintained in Form No. 71 of all security and other deposits not paid to the Panchayat Union in cash, namely, deposits in Savings Banks, Government Promissory Notes, other debentures, etc. The amount of security provided by Panchayat Union Servants in landed property, and not the value of the land pledged, should also be shown in this register as also personal securities. The last two classes of deposits should be entered in separate pages of the registers. Particulars should be given in column 9 as regards the number of the promissory notes or savings bank pass books, the nature, extent and position of landed property, the names and address of the sureties in the case of personal security, besides information as to whether title-deeds, non-encumbrance certificates, etc., have been filed. At the end of the year the Commissioner or Manager should verify all the balances with those shown in the Savings Bank pass books or with the Government promissory notes and debentures. A certificate of such verification should be recorded in the registers.

*Provident Fund.*

125. The accounts and registers relating to the Provident Fund of the Panchayat Union employees shall be maintained in the Accounts branch. The Accountant is responsible for their proper and correct maintenance.

## Chapter VI—Funds and Accounts.

126. (1) The funds of Panchayat Unions have been broadly classified as follows :—

(i) General Fund dealing with General revenues and administration, communications, health and welfare including medical relief, health protection, sanitation and birth and deaths, remunerative enterprises including markets, land development and unreserved forests and transactions relating to deposits and advances.

(ii) Education fund relating to the opening and maintenance of elementary schools, provision of midday meals and payment of grant to private elementary schools.

(iii) Production fund dealing with transactions relating to agriculture including irrigation, animal husbandry including fisheries and Khadi and Village Industries.

Each of the funds will have an ordinary capital and a capital account.

(2) *General Fund.*—This fund may be divided into three accounts, viz., General Account, Deposits and Advances Account, and Endowments Account pertaining to objects other than Education.

(3) *Education fund.*—The fund will comprise of three classifications, viz.,

(i) Education account;

(ii) School meals account relating to the provision of mid-day meals; and

(iii) Endowments account pertaining to objects connected with education. The School Meals Account has to be kept separately in view of its importance as well as the special nature of the financial arrangements relating to them.

*Remittances into the Panchayat Union Office.*

127. All moneys due to the Panchayat Unions by way of licence fees, kist amounts, etc., should as far as possible be remitted by the parties into the Panchayat Union Office by means of a miscellaneous chalan in form No. 5 in duplicate. The chalan should first be presented to the Accountant for preliminary scrutiny. The chalan will after verification by the Accountant be sent to the Cashier, who should (i) receive the cash, (ii) initial the chalan in token thereof, (iii) assign the chalan, a number which will correspond to the number in his chitta (Form No. 72) and (iv) stamp the chalan. The chalan shall thereupon be sent to the Manager who shall sign the chalan in acknowledgment of the receipt of the money, enter the chalan number and the amount received in his

number book (Form No. 73) for receipts and return the original of the chalan to the remitter and pass on the duplicate to the Accountant at the end of the day after the chalans have been verified with the chitta and the number book at the closing of the accounts for the day. The duplicate copy of the receipted chalan should be retained in the Panchayat Union Office.

128. In cases where licence fees are collected by the field officers themselves, the amounts collected by them should be remitted periodically into the Panchayat Union Office along with the chalan in duplicate in Form No. 5. The receipted chalan will be returned to the Field Officer and the duplicate retained in the Panchayat Union Office. The accounting procedure in respect of these remittances will be the same as that for remittance by private parties.

129. The duplicate copies of the chalans will be sent to the Accountant for making necessary entries in the registers of Accounts. They should be kept in the custody of the Accountant. The cash balance of the Panchayat Union should be verified by the Manager at the end of each day and the fact recorded in the cash book.

130. The cashier will maintain a record of the money received by him in a Panchayat Union Chitta in Form No. 72.

131. Revenue brought to credit by transfer adjustments should find no place in the cashier's chitta, nor should it include any amount adjusted in the treasury as for instance Government grants, magisterial fines, etc.

132. The chitta should be closed at the end of every day and the total struck and stated in words. It should then be agreed with the corresponding total in the Accountant's Cash Book and book should be agreed and initialled by the Manager. The moneys received should be kept in the Panchayat Union Cash Chest and remitted into the treasury or bank in such manner as may be prescribed by Government. When remittances are made, the amount will be noted in the chitta in the column set apart for the purpose.

*Register of miscellaneous receipts.*

*(Form No. 74.)*

133. This register should be maintained in the Accounts Branch. The entries in the register should be made daily from the duplicate of the receipted chalans (Form No. 5) for miscellaneous dues, the transfer adjustments and, the treasury pass books in respect of amounts of grants and contributions adjusted by the Treasury Officer. At the end of each month an abstract showing the total amounts collected during the month under each head of account should be prepared and recorded in the register.

*Remittances into the Treasury.*

134. For remittances into the treasury chalans showing particulars of the cash should be prepared by the cashier in triplicate in Form No. 76. The counterfoil will be retained in the office and should be signed by the Accountant as well as the messenger taking the remittance into the treasury. The other two parts will be taken to the treasury with the money and the pass book. After payment, the triplicate will be brought back duly signed by the treasury officer and pasted to the counterfoil. Both sides of the pass book will, at the same time, be written up-to-date in the treasury, the entries being initialled by the Treasury Officer and the book returned at once to the Panchayat Union Office.

*Pass Book.*

135. The pass book is simply a copy of the account kept in the treasury of the money paid in and taken out by the Panchayat Union, and must, therefore, always be written up only by the treasury establishment by whom the original account is kept. No entries or marks, shall, under any circumstances, be made in the pass book by any one connected with or working in the Panchayat Union Office. At the close of each month the balance in the pass book shall be struck, the amount written in words and signed by the Treasury Officer. The total of the balance and the amounts of outstanding cheques should be agreed by the Accountant with the corresponding balances shown in the cash book (*see* paragraph 136). The Commissioner should not sign the cash book until such agreements has been effected. The Commissioner should send a certificate of balances as on 31st March to the Accountant-General through the Treasury Officer.

*Cash Book.*

136. The Cash Book (Form No. 77) should be maintained by the Accountant in accordance with the double entry system of book-keeping. Separate cash books shall be maintained for each of the funds, viz., General, Education and Production Funds. The receipts side shall be posted daily from the counterfoils of miscellaneous receipts and the receipted treasury chalans. The grand total of the entries in the cash book will correspond with the total in the Register of Miscellaneous Receipts. Amounts remitted into the treasury by the Panchayat Union in cash should at the time of initialling the counterfoil of the chalan, be entered on the payment side of the cash book in the cash column and on the receipt side in the treasury on bank column. All other payments should be entered in the cash book as soon as the cheque is written up and debited to the proper head of account irrespective of the date of encashment. Payments from the permanent advance should find no place in the cash book. All other payments or withdrawals should be entered in the cash book and those paid

out of the cash chest should be entered in the petty cash book. Recoupments of the Permanent advance should be entered on the payment side of the cash book, but they should not be shown on the receipt side. All entries of payments in the cash book should show the particulars of the charge as briefly as possible. Adjustments should be entered in red ink in the cash book from the transfer entries as explained in paragraph 137, while all receipts paid into the treasury direct should be entered also in red ink in the treasury column of the cash book from the pass book as soon as it is received. At the end of each month the cash book will be totalled and balanced. A memorandum should also be subjoined by the Accountant showing the numbers and amounts of the cheques outstanding and showing the reconciliation of the closing balance as shown in the treasury column of the cash book with that shown in the treasury pass book.

The reconciliation will be effected thus :

Closing balance as shown in the treasury column of the cash book.

| | RS. NP. | RS. NP. |
|---|---|---|
| General Fund .. .. .. .. .. .. | 500·00 | |
| Education Fund .. .. .. .. .. .. | 500.00 | |
| Production Fund .. .. .. .. .. .. | 1,000.00 | |
| | 2,000.00 | 2,000·00 |
| *Add*—total of the amounts of outstanding cheques .. | | 400·00 |
| Revenue credited in the treasury accounts on account of fines, etc., but not yet credited in the Panchayat Union Accounts. | | 200·00 |
| Total .. | | 2,600·00 |
| *Deduct*—money remitted into the treasury and entered in the cash book but not credited in the pass book in the month. | | 400.00 |
| Balance as per pass book .. | | 2,200·00 |

The balance thus arrived at should agree with the closing balance as shown in the treasury pass book. The Commissioner should make the comparison and sign a certificate about the agreement The Accountant is responsible for the preparation and submission of this certificate.

*Transfer adjustments.*

137. These adjustments are necessary for transferring an item from one head of account to another in order to—

(1) rectify an error of classification in the original accounts;

(2) adjust an item of expenditure on receipt of a bill against an advance or when an advance is written off;

(3) credit to a head of receipts by debit to deposits a sum adjusted from deposits;

(4) credit to the accounts of individual village panchayats under the Village Panchayats Consolidated Fund of amounts of fees on licences and permissions collected on behalf of the village panchayats under sections 111, 112 and 114 and taken in the first instance under "deposits" before issue of the licences or permissions;

(5) credit to the account of individual village panchayats under the Village Panchayats Consolidated Fund of the share of the proceeds of local cess and Entertainments Tax originally taken credit under general account, general taxation and Miscellaneous Revenue;

(6) adjust refunds of revenue on recoveries of expenditure by deduction from the heads of revenue or expenditure concerned. The proposals for adjustments will be made by the Accountant. Transfer adjustments should always be made as soon as the necessity for them is discovered. For every transfer adjustment a transfer entry will be drawn up in Form No. 78 showing the heads of account to be debited and credited and the grounds upon which the adjustment is made. The entry will be passed by the Commissioner and will then be entered briefly in the cash book in red ink, entries affecting revenue heads being posted on the receipt side and those affecting expenditure heads on the payment side whether they are debits or credits. Debits to revenue heads and credits to the expenditure heads will be posted as minus entries. The transfer entries will be numbered serially and entered in the transfer entry register in Form No. 79. At the end of each month for the purpose of including the transfer entries in the Posting register, they should be arranged first in order of the receipt heads affected and the amounts should be posted against the heads concerned in the Posting register. They should then be re-arranged according to the payment heads concerned and the figures posted on the payment side of the Posting register. Corrections made by transfer entries should also be noted in red ink in the respective registers of the revenue concerned.

*Payment of proportionate share of local cess Entertainments Tax due to Town and Village Panchayats.*

138. (1) *Local cess.*—The total amount of the cess will be credited in the treasury accounts by adjustment to Personal Deposit Account No. I of the Panchayat Union concerned. It is the responsibility of the Accountant to work out the proportionate share of the proceeds of local cess due to town and village panchayats under section 115 of the Madras Panchayats Act, 1958. The amounts due to town panchayats should be paid to them by means of crossed cheques. As regards the credit of amounts due to village panchayats the following instructions should be observed.

The amounts due to the village panchayats towards their respective share of the cess should be credited to the individual village panchayat on transfer adjustments by debiting " General Taxation and Miscellaneous Revenue " in the General Account and crediting the accounts of the individual village panchayats in the Village Panchayats' Consolidated Fund Ledger, as soon as the allocations of the amounts due to the Village Panchayats is worked out by the Accountant and approved by the Commissioner. Such sums will be shown as a deduction on the receipts side of the Posting register.

(2) *Entertainment tax.*—The share of the proceeds of Entertainment Tax shall be distributed to the Town and Village Panchayats in accordance with the provisions contained in section 13 of the Madras Entertainments Tax Act, 1939, as amended in section 195 of the Madras Panchayats Act, 1958. The Deputy Commercial Tax Officer will communicate to each union concerned sums payable to the Town and Village Panchayats located in its territory. The total amount shall be credited in the treasury to Personal Deposit Account No. I of the Union concerned. The detailed distribution of the money due to the Village and Town Panchayats will be done in the Union office in the manner prescribed for local cess, viz., by the issue of crossed cheques in the case of Town Panchayats and by adjustments in the case of Village Panchayats.

*Petty cash book.*

139. Besides the chitta, the cashier will maintain a petty cash book in Form No. 80. On the receipt side of this register he will enter all sums withdrawn from the treasury by means of cheques drawn in favour of the Commissioner, as soon as they have been so withdrawn while the payments made from such sums from time to time should be entered on the disbursement side in chronological order and a number should be allotted to each payment consecutively. As each payment is made, its serial number will be noted against the receipt entry for the voucher concerned in column 6 and the balance still remaining to be paid will be noted in column 13 against the payment with reference to the corresponding entry against the latest payment made on the same account as shown in column 6 of the entry of receipt. If the payment made is other than the first payment on a voucher, the serial number of the payment will be entered not only against the original entry of receipt, but also against the balance shown in column 13 against the latest payment made on account of the voucher concerned. The balance representing the undisbursed cash in the hands of the cashier will be determined by adding up the amounts in columns 5 and 13, against which no numbers are quoted in columns 6 and 14 respectively. The balance should be noted in column 15 at the close of every day and should be verified

periodically by the Manager or the Commissioner. The disbursements out of petty cash should be restricted to purposes for which the sums are withdrawn from the treasury. On the last day of the month, a memorandum will be prepared in the register showing the details of the items making up the undisbursed balance and all the undisbursed amounts relating to the previous month will be refunded into the treasury. On the last day of March, all the undisbursed amounts on hand will be refunded. These refunds will be shown in the treasury columns of the cash book, as receipts. Payments from permanent advances or sums received in recoupment of permanent advances should not be entered in the petty cash book.

*Posting register.*

140. The Accountant will maintain a Posting register of Receipts and Charges in Form No. 81. The receipts portion will be posted from the duplicate of the receipted chalans for miscellaneous dues (Form No. 5) and the transfer entries against the detailed head. The payment side should be posted from the vouchers and transfer entries. These should, first of all, be arranged in order of the heads in the Posting register. If there are more than one chalan or voucher under any head, the several items with the numbers of their respective chalans vouchers should be posted at foot of the Posting register and the total only posted against the head concerned, the two being connected with such other by indicative letters. In such cases the numbers of the chalans and vouchers should not be posted in the body of the Posting register against the heads concerned, but they should be posted only against the details at foot.

When all the receipts and vouchers have thus been posted, the receipts and disbursements should be totalled and if the posting is correct, the totals should agree with the corresponding totals in the cash book.

The next stage in the compilation of the accounts the preparation of a general abstract of accounts. The opening balance should be the closing balance of the previous month and the closing balance sholud correspond exactly with the total closing balance shown in the cash book.

As soon as the accounts of each month have been compiled, the progressive totals under all the heads should be made in the column provided for the purpose. The totals of the twelve months of the year should similarly be made as soon as possible and not later than 15th April. The annual accounts will be compiled from these totals. If it is found necessary to make any transfer adjustments after the accounts of the year have been compiled, they should be entered at the end of the cash book for the year, and should be posted in the classified abstract in the column headed "subsequent adujstments."

*Monthly returns and accounts*

141. From the Posting register the Commissioner shall prepare or cause to be prepared for each month an abstract of the monthly account in Form No. 82-A and forward to the District Inspector of Local Fund Accounts not later than the end of the month following :

Provided that the abstract for the month of March may be so forwarded not later than the 15th May following.

*Annual Account.*

142. The Commissioner shall prepare or cause to be prepared a detailed annual account of the Panchayat Union in Form No. 82 and forward a copy thereof to the auditor not later than the 15th May following.

*Daily Cash Balance Report.*

143. The cashier shall at the end of each day prepare a daily cash balance report in respect of the Panchayat Union Cash Chest in Form No. 83. The report shall be signed by the Cashier, Manager and the Commissioner or other responsible officer, remaining in the headquarters and sent to the District Inspector of Local Fund Accounts for each day on the next working day. The balance arrived at should agree with that as per the cash book.

144. The cash balance at the close of each day shall be verified by the Manager and the fact recorded in the cash book and the chitta.

APPENDIX.

PANCHAYAT UNION FORMS.

| *Form number.* | *Description of forms.* |
|---|---|
| 1. | Register of Immovable Property. |
| 2. | Stock Account of Money value forms. |
| 3. | Register of Miscellaneous Demand. |
| 4. | Register of Revenue yielding properties. |
| 5. | Chalan for remittance of miscellaneous dues into the Panchayat Union Office. |
| 6. | Account of fees managed departmentally. |
| 7. | Register of fruit-bearing avenue trees. |
| 8. | Register of Miscellaneous Sales. |
| 9. | Choultry Book. |
| 10. | Yearly list of places used for industries for which licences are required. |
| 11 | List of persons who have not taken out licences. |

| *Form number.* | *Description of forms.* |
|---|---|
| 12. | Licence for industries and factories. |
| 13. | Register of licences and permissions. |
| 13A. | Subsidiary Register showing fees on licences and permissions collected by the Panchayat Unions and held under deposits. |
| 14. | Licence for places for public resort. |
| 15. | Register of encroachments. |
| 16. | Register of encroachment fees. |
| 17. | Application for licence/lease under section 82 of the Madras Panchayats Act, 1958. |
| 18. | Temporary receipt. |
| 19. | Register of prosecutions. |
| 20. | Notice of prosecution for failure to take out or renewed licences. |
| 21. | Vaccination fee receipt. |
| 22. | Register of writes-off |
| 22A. | Register of remissions. |
| 23. | Acquittance Register. |
| 23A. | Acquittance Form. |
| 24. | Establishment bills. |
| 24A. | Establishment bills for elementary schools, medical institutions, etc. |
| 25. | Absentee statement. |
| 26. | Increment certificate. |
| 27. | Last pay certificate. |
| 28. | Register of probationers. |
| 29. | Register of increment certificates. |
| 30. | Establishment Audit Register. |
| 31. | Service Register. |
| 32. | Statement of immovable property possessed, acquired or transferred. |
| 32A. | Statement of immovable property held. |
| 32B. | Certificate forms. |
| 33. | Leave account of menials. |
| 34. | Application for gratuity. |
| 35. | Travelling Allowance Bill. |
| 36. | Attendance register of members. |
| 37. | Contingent Register. |
| 38. | Contingent Bill. |
| 39. | Refund voucher. |
| 40. | Register of bills received. |
| 41. | Register of bills passed for payment. |
| 42. | Stamp account. |
| 43. | Stock Acount of stationery. |
| 44 | Register of tools and plant. |
| 45. | Log book. |
| 46 | Suit Register. |
| 47. | Ledger to be maintained by pleaders. |
| 48. | Cash book to be maintained by pleaders. |
| 49. | Estimate for works. |
| 50. | Comparative statements showing the differences between the original and revised estimates. |
| 51. | Register of estimates and allotments. |

| *Form number.* | *Description of forms.* |
|---|---|
| 52. | Measurement Book. |
| 53. | Statement showing the receipts, issues and balance of materials. |
| 54. | Register of Roads. |
| 55. | Contract Certificate. |
| 55A. | Final Contract Certificate. |
| 56. | Register of Contractors. |
| 57. | Personal Ledger. |
| 58. | Tender Register. |
| 59. | Agreement for supply of goods minimum quantity. |
| 59A. | Agreements for supply of goods specified quantity. |
| 60. | Contract agreements for major works. |
| 60A. | Contract agreement for minor works. |
| 61. | Nominal Muster Roll. |
| 61A. | Nominal Muster Roll (Inner sheet). |
| 62. | Imprest Account. |
| 63. | Miscellaneous supply bill. |
| 64. | Register of Permanent Advance. |
| 65. | Register of advances recoverable. |
| 66. | Register of deposits. |
| 67. | Register of deposits lapsed. |
| 68. | Register of investments. |
| 69. | Register of loans. |
| 70. | Appropriation subsidiary register. |
| 71. | Security Register of Panchayat Union employees. |
| 72. | Panchayat Union chitta. |
| 73. | Number book for miscellaneous dues remitted into the Panchayat Union Office. |
| 74. | Register of miscellaneous receipts. |
| 75. | Register of money orders. |
| 76. | Chalan for remittance into treasury. |
| 77. | Cash book. |
| 78. | Transfer entry. |
| 79. | Transfer entry register. |
| 80. | Petty Cash Book. |
| 81. | Posting register. |
| 82. | Annual Account. |
| 82A | Abstract of Accounts. |
| 83. | Daily Cash Balance report for the Panchayat Union Cash Chest. |
| 84. | Bill for Medical Grants. |

# CONTROL AND SUPERVISION

## DELEGATION OF POWERS.

In exercise of the powers conferred by section 2 (12) of the Madras Village Panchayats Act, 1950 (Madras Act X of 1950), the Governor of Madras hereby authorizes the Collectors to exercise or perform the powers or duties of the Inspector under the following sections of the said Act, namely :—

| *Serial number.* | *Section of the Act.* | *Powers.* |
|---|---|---|
| (1) | (2) | (3) |
| 1 | 10 (1) proviso .. .. | Power to extend or reduce by such period not exceeding three months the term of office of members of any panchayat as a whole. |
| 2 | 11 (1) .. .. .. | Power to fix the date of election to vacancies of seats left unfilled at ordinary or casual elections. |
| 3 | 32 .. .. .. | Power to authorize by general or special order the Health Officer of a panchayat or if there is no such officer the Health Officer of the district to exercise the functions of executive authority. |
| 4 | 34 (8) (i) .. .. | Power to appoint engineering and other staff for panchayats and to recover the cost of such staff. |
| 5 | 36 proviso .. .. | Power to issue direction for submission of minutes of proceedings. |
| 6 | 38 (1) and (2) .. .. | Power to accord approval for amendments of regulations relating to proceedings of panchayats. |
| 7 | 39 (1) .. .. .. | Power to require a panchayat to join with one or more than one other local authority for the formation of a Joint Committee. |
| 8 | 40 (1) .. .. .. | Submission of administration reports to Government. |
| 9 | 42 (1) .. .. .. | Supervision of the administration of panchayats. |
| 10 | 47 (1), (2) and (3) .. | Power to remove president, vice-president or members. |
| 11 | 48 (5) .. .. .. | Power to appoint a person to exercise the powers and discharge the duties of the panchayat and of its president during the interval between the dissolution and reconstitution of a panchayat or during the period of its supersession. |
| 12 | 63 (3) .. .. .. | Power to sanction the levy of land cess, and tax on agricultural land. |
| 13 | 72 (1) .. .. .. | Power to sanction expenditure from panchayat funds for purposes outside the village, if the expenditure exceeds Rs. 100. |
| 14 | 72 (4) .. .. .. | Power to sanction expenditure from panchayat funds if the expenditure exceeds Rs. 100. |

| Serial number. (1) | Section of the Act. (2) | Powers. (3) |
| --- | --- | --- |
| 15 | 75 .. .. .. | Power to sanction or direct the making of contribution exceeding Rs. 100 towards the expenditure incurred by Government or by any other panchayat or the district board or by any other local authority in the State. |
| 16 | 82 (3) (*a*) .. .. | Power to issue certificate in regard to the right of levy of certain fees in markets. |
| 17 | 110 (1) .. .. .. | Power to accord sanction for filing suits against the president, the executive authority or a member of a panchayat for loss caused to the panchayat by neglect or misconduct. |
| 18 | 117 second proviso .. | To permit an officer or servant to enter into contract with the panchayat. |
| 19 | 132 (2) (*b*) .. .. | Power to appoint members to the panchayat court when the panchayat is under supersession or dissolution. |
| 20 | 132 (4) (*b*) .. .. | Power to remove from office the president, vice-president or member of any panchayat for misconduct, etc., while functioning as Panchayat court. |

[*Vide* G.O. No. 69, L.A., dated 11th January 1960.]

In exercise of the powers conferred by sub-section (1) of section 127 of the Madras Village Panchayats Act, 1950 (Madras Act X of 1950), and in supersession of the late Local Administration Department Notification No. 532, dated the 4th June 1951, published at page 296 of Part I-A of the *Fort St. George Gazette*, dated the 12th June 1951, the Governor of Madras hereby delegates to the Collectors the powers vested in the Government and specified in the schedule below :—

THE SCHEDULE.

| Section of the Act. | Powers. |
| --- | --- |
| 5 (1) (*a*) .. .. | Power to classify panchayats as Class I Panchayats. |
| 5 (2) .. .. .. | Power to alter the classification of a panchayat made under section 5 (1) (*a*). |
| 30 (*a*) Proviso .. .. | Power to decide whether a resolution of the panchayat has not been legally passed or is in excess of the powers conferred, is likely to endanger human life or health or the public safety on a reference made by the executive authority. |
| 48 (1) and (3) .. .. | Power to dissolve or supercede panchayats. |
| 48 (5) .. .. .. | Power to determine the extent to which the President shall exercise the powers and discharge the duties of the panchayat during the period of dissolution or supersession. |
| 48 (6) .. .. .. | Power to fix the date of expiry of the term of office of members elected to panchayats reconstituted after dissolution or supersession. |

| *Section of the Act.* | *Powers.* |
|---|---|
| 65 (5) .. .. .. | Power to apportion profession tax—<br>(i) between a panchayat and any other local authority not being a panchayat ; and<br>(ii) among two or more panchayats within the jurisdiction of two or more Regional Inspectors. |
| 78 .. .. .. | Power to require persons having control over places of pilgrimage to make contribution towards festival arrangements. |
| 81 (2) .. .. .. | Power to decide whether a market falls within the scope of the proviso to section 81 (1) or not. |
| 83 .. .. .. | Power to decide whether any place is a market or not. |
| 86 .. .. .. | Power to classify public and private markets situated in a village as district markets and panchayat markets and provide for the control of any such market and for the apportionment of the income derived therefrom between the district board and the panchayat or the payment of a contribution in respect thereof to the panchayat or district board as the case may be. |
| 93 (3) .. .. .. | Power to issue orders or directions in respect of any action taken or omitted to be taken under section 91 or section 92. |
| 106 .. .. .. | Power to accord previous sanction for the prosecution of the President or executive authority or any member of a panchayat. |
| 130 .. .. .. | Power to adjudicate disputes—<br>(i) between a panchayat and any other local authority not being a panchayat ; and<br>(ii) among two or more panchayats within the jurisdiction of two or more Regional Inspectors. |

(*Vide* G.O. No. 70, L.A., dated 11th January 1960.)

### *Revenue Divisional Officers.*

In exercise of the powers conferred by section 144 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby appoints the Revenue Divisional Officers to be officers for the purpose of inspecting and superintending the operations of all the panchayats within their respective jurisdictions.

(*Vide* G.O. No. 71, L.A., dated 11th January 1960.)

## ADVISORY COMMITTEES.

In exercise of the powers conferred by sub-section (2) of section 2 of the Madras District Boards (Amendment) Act, 1957 (Madras Act XIII of 1957) and in supersession of the orders issued in G.O. No. 489, L.A., dated the 19th March 1958, the Governor of Madras hereby appoints, for the purpose of advising the Special Officer of every District Board appointed under sub-section (1) of the said section in the discharge of his duties and functions under sub-clause (*a*) of clause (ii) of the said sub-section, one Advisory Committee to function in respect of the area comprising each of

the districts constituted under sub-section (2) of section 3 of the Madras District Development Councils Act, 1958 (Madras Act XVIII of 1958), and published with Rural Development and Local Administration Department, Notification S.R.O. No. B-1124 of 1959 at pages 2 and 3 of Part I-A Extraordinary issue of the *Fort St. George Gazette*, dated the 30th November 1959 and within the jurisdiction of the District Board concerned, and directs—

(i) that the Advisory Committee shall consist of all the members of the District Development Council constituted for the district concerned under sub-section (1) of section 4 of the Madras District Development Councils Act, 1958 (Madras Act XVIII of 1958);

(ii) that the Special Officer concerned shall be the *ex officio* chairman of the Advisory Committee of that district.

(*Vide* G.O. No. 72, L.A., dated 12th January 1960.)

In exercise of the powers conferred by section 2, clause (15) of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby appoints the officers mentioned in column (1) of the Table below to exercise the powers and perform the duties of the Inspector under the sections of the said Act mentioned in the corresponding entry in column (2) thereof, generally or in respect of panchayat union councils or panchayats as specified in the corresponding entry in column (3) of the said Table :—

| (1) | (2) | (3) |
|---|---|---|
| 1 Development Commissioner. | Sections 3 (2), 6, 16 and 60 (1) .. | Generally. |
| 2 Additional Development Commissioner. | Sections 19 (1), 19 (2), 19 (4), 19 (6) 28 (1), 49 proviso, 51 (1), 51 (2), 139 (1), 139 (4), 145 (1), 146 (1), 147, 148, 149, 173 and 180 (1). | In respect of panchayat union councils. |
| 3 Collector .. .. | Sections 3 (1), 3 (4), 8, 10 (1), 10 (2) 15, 17 (1), 17 (3) (*c*).., 18 (1), 28 (1), 34 (3), 49 proviso, 51 (1), 51 (2), 52 (1), 57 (3), 99 (1), 99 (2), 100 (2) (*d*), 100 (3) (*a*), 119 (3), 139 (1), 139 (4), 140 (3), 142, 145 (1), 146 (1), 147, 148, 149, 150 (1), 150 (2), 150 (12), 152 (13), 173, 180 (1), 188 (2), and 188 (3). | In respect of panchayats. |

Under sub-section (1) of section 157 of the Madras Panchayats Act, 1958, the Government may, by notification, authorize any authority or officer not below the rank of a Collector to exercise in regard to any pancahyat, or any class of panchayats or all panchayats in any area, or in regard to any Panchayat Union Council, or any class of Panchayat Union Councils in any area any of the powers vested in them by the Act except the power to make rules. The Government have decided that the powers vested in them and

specified in Appendix I to this order shall be exercised by them and not by any outside authority, and that the powers specified in Appendix II to this order shall be delegated to the officer or officers mentioned therein.

APPENDIX I.

*Powers under the Madras Panchayats Act, 1958, vested in the Government and retained with Government.*

| *Section of the Act.* (1) | *Nature of powers.* (2) |
|---|---|
| 1 (3) | Power to appoint date or dates for bringing into force different provisions of the Act. |
| 2 (15) | Power to appoint any officer to exercise or perform any of the powers or duties of the Inspector under the Act. |
| 4 | Power to declare villages or towns to be townships. |
| 5 (1) and (2) | Power to constitute panchayat towns into municipalities. |
| 5 (3) | Power to pass orders for the transfer to the council of a municipality constituted under sub-sections (1) and (2) of section 5 of the assets and liabilities of the panchayat concerned. |
| 7 | Power to form panchayat unions. |
| 11 | Power to constitute Panchayat Union Councils. |
| 19 (2) Proviso | Power to direct the postponement or alteration of the date of an ordinary election or any stage thereof. |
| 23 (2) | Power to decide disqualification of officers and servants of Government and local bodies. |
| 53 (1) (*b*) | Power to require a Panchayat Union Council to constitute committees. |
| 55 (4) | Power to direct the manner of publication of administration reports of Panchayat Union Councils. |
| 69 | Power to direct any Panchayat or Panchayat Union Council to provide for the lighting of public roads and public places and to make provision for the cost involved. |
| 73 | Control regarding transfer and resumption of endowments and inams. |
| 111 | Power to specify by notification the purposes which are likely to be offensive or dangerous to human life or health or property. |
| 113 (3) | Power to make orders or to issue directions in respect of any action taken or omitted to be taken by a Panchayat Union Council or a town panchayat under section 111 or section 112 of the Act. |
| 124 (1) (*b*) | Power to fix the rate of duty or transfer of property. |
| 130 | Power to classify Panchayat Development Blocks. |
| 139 (3) | Power to accord sanction for payment of contribution by a panchayat or Panchayat Union Council to any fund for the defence of India. |
| 141 | Power to appoint auditors of the accounts of Panchayats and Panchayat Union Councils. |
| 144 | Power to appoint inspecting and superintending officers in respect of panchayats and Panchayat Union Councils. |
| 155 (1) | Power to dissolve a Panchayat Union Council, if it is not competent to perform or persistently makes default in performing the duties imposed on it by law or exceeds or abuses its powers and to direct its reconstitution. |

| Section of the Act. (1) | Nature of powers. (2) |
|---|---|
| 155 (5) .. .. .. | Power to fix the date of expiry of the term of office of members elected to a Panchayat Union Council reconstituted after dissolution. |
| 169 (1) and (2) .. .. | Power to accord previous sanction for prosecution of president or executive authority of a panchayat, the chairman or vice-chairman of a Panchayat Union Council or the Commissioner or a member of a Panchayat or Panchayat Union Council and to issue directions under sub-section (2) of section 169. |

APPENDIX II.

In exercise of the powers conferred by section 157 (1) of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby authorizes the Development Commissioner, Madras, to exercise in regard to all Panchayats and Panchayat Union Councils in the State the following powers vested in the Government by the said Act :—

| Section of the Act. (1) | Nature of powers. (2) |
|---|---|
| 3 (3) .. .. .. | Power to dispose of appeals against notifications under sub-section (1) or sub-section (2) of section 3 of the Act regarding classification and declaration of local areas as Panchayat towns and Panchayat villages. |
| 9 (1) .. .. .. | Power to alter any classification of a local area as a Panchayat town or a Panchayat village notified under section 3 (1) of the Act. |
| 17 Proviso to sub-section (2). | Power to direct or permit the holding of any ordinary election after the occurrence of the vacancy. |
| 20 (2) .. .. .. | Power to direct the manner of publication of the electoral rolls of Panchayats. |
| 20 (4) .. .. .. | Power to direct the manner of re-arrangement and re-publication of the elcetoral rolls for the Panchayat or and part of such roll. |
| 21 .. .. .. | Power to direct the manner of publication of amendments to the electoral roll of any Panchayat. |
| 101 .. .. .. | Power to decide the question whether a place is a market or not. |
| 104 .. .. .. | Power to classify public and private markets as Panchayat Union markets and Panchayat markets and to provide for the control of any such market and for the apportionment of the income therefrom between the Panchayat Union Council and the Panchayat or the payment of a contribution in respect thereof to the Panchayat or the Panchayat Union Council as the case may be. |
| 125 .. .. .. | Power to grant exemption from payment of any surcharge or tax specified in the Act in any particular case. |
| 128 .. .. .. | Annual payment of Local Education Grant to every Panchayat Union Council. |
| 136 .. .. .. | Decision regarding the contribution from the Panchayat Union (General) Fund to the Panchayat Union (Education) Fund. |
| 140 (6) .. .. .. | Power to pass orders on Panchayat Union Budgets. |
| 140 (7) .. .. .. | Power to issue instructions on Audit Reports on the accounts of the Panchayat Union (Education) Fund. |

In exercise of the powers conferred by sub-sections (1) and (4) of section 157 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby authorizes the Additional Development Commissioner, Madras, to exercise the following powers vested in the Government by the said Act and directs that the exercise of the powers hereby delegated to the Additional Development Commissioner, Madras, shall be subject to control and revision by the Development Commissioner.

| *Section of the Act.* (1) | *Nature of powers.* (2) |
|---|---|
| 57 (3) .. .. .. | Power to fix or alter the number, designations and grades and the salaries, fees and allowances of officers and servants of Panchayat Union Councils and accord previous sanction to any Panchayat Union Council to vary the number, designations grades, salaries, fees or allowances as fixed or altered in pursuance of the said Act. |
| 60 (2) .. .. .. | Power to transfer any officer or servant of a Panchayat Union Council to the service of any other Panchayat Union Council or any Municipality in the State. |
| 121 (5) .. .. .. | Power to apportion profession tax between one local authority having jurisdiction in one revenue district and another local authority having jurisdiction in another revenue district. |
| 139 (1) .. .. .. | Power to issue special orders regarding expenditure from the funds of Panchayat Union Councils within the Panchayat Development Block. |
| 151 (1), (2) and (12) .. | Power to remove chairman or vice-chairman of a Panchayat Union Council for wilful omission or refusal to carry out or for disobedience of the provisions of the Act, rules, etc., or for abuse of powers vested in him. |
| 153 (13) .. .. | Power to remove chairman or vice-chairman of a Panchayat Union Council, if a motion of no-confidence against him is carried with the support of not less than two thirds of the sanctioned strength of the Panchayat Union Council. |
| 177 (1) .. .. .. | Power to adjudicate disputes between one local authority having jurisdiction in one revenue district and another local authority having jurisdiction in another revenue district. |

In exercise of the powers conferred by sub-sections (1) and (4) of section 157 of the Madras Panchayats Act, 1958 (Madras Act XXXV of 1958), the Governor of Madras hereby authorizes the Collector to exercise the following powers vested in the Government by the said Act and directs that the exercise of the powers hereby delegated to the Collector shall be subject to control and revision by the Development Commissioner.

| *Section of the Act.* (1) | *Nature of powers.* (2) |
|---|---|
| 40 (1) .. .. .. | Power to appoint a whole time executive officer for a town panchayat. |
| 60 (2) .. .. .. | Power to transfer any officer or servant of a Panchayat Union Council to the service of any other Panchayat Union Council or any Municipality within the district |

Officer and the concerned Gramasevaks should assist the other Panchayats to prepare similar Agricultural Production Plans for all villages in the first batch of 75 Panchayat Unions. The Government direct that the preparation of Village Agricultural Production Plans for every Panchayat in the first batch of 75 Panchayat Unions be completed not later than the 1st March 1961.

7. The Government also specifically approve up to the end of the III Plan period the proposal contained in paragraph 26 in section IV of the memorandum appended to this order that a premium of Rs. 2 per railway maund of secondary seed actually distributed by the Gramasahayak be paid to the Gramasahayak through the Panchayat Union and the Panchayat. The details of the financial procedure to be followed for ensuring the proper working of the system of payment of premium will be worked out by the Director of Agriculture and submitted to Government for approval.

(*Vide* G.O. No. 3792, Food and Agriculture, dated 16th November 1960.)

F. Budget.

## APPENDIX I.

## MEMORANDUM OF INSTRUCTIONS

### Panchayat Administration and Development of Agricultural Production during the Third Plan period.

SECTION I.

*The Third Plan objectives.*

1. The first chapter of the draft outline of the Third Five-Year Plan of Madras is devoted to Agriculture. It sets out the most important objective of the agricultural production plan of the State. This is to increase the production of foodgrains by approximately 33 per cent during the next five years.

2. The measures by which this objective is sought to be attained can be classified under three heads of Development of Agricultural Production which may concisely referred to as below:—

I. Better-Farming.

II. Further Development of the use of Chemical Fertilisers.

III. Further development of irrigation facilities. In this memorandum, the expression " Better-Farming " is used to include adequate organic manuring; systematic use of improved seeds; adequate plant protection; and the systematic practice of other improved methods of cultivation, subject only to two major exceptions, viz., irrigation and chemical fertilisation.

3. In the present stage of development of agriculture in Madras State, the relative importance of the three classes of methods of increasing food production can be seen from the estimates (set out below) of the contribution each is expected to make in attaining the target increase of 33 per cent during the Third Plan period.

| *Head of Development of Agricultural production.* | *Percentage increase of food production aimed at during the Third Plan period.* |
|---|---|
| (1) | (2) |
| | PER CENT. |
| I Better-Farming .. .. .. .. .. .. | 12·5 |
| II Further development of the use of Chemical Fertilisers. | 12·5 |
| III Further development of Irrigation facilities .. .. | 8·0 |
| Total .. | 33·0 |

The third place allotted to development of irrigation may seem surprising at first sight; but it reflects correctly the fact in this State that development of irrigation facilities has already proceeded very far, and the scope for further development has become very restricted.

SECTION II.

*Specification of the scope of responsibility entrusted to Panchayat Administration.*

4. The expression " Panchayat Administration " is used in this memorandum to designate the new organization of local administration now being set up in every Development Block under the new Panchayat Act. It includes the Panchayat Union of the Block, all the

Village Panchayats in the Block, as well as Town Panchayats (if there be any). There will be 374 Panchayat Administrations in the State, grouped together in 21 District Development Councils.

5. Every Panchayat Administration is expected to frame its own Development Plan for the Third Five-Year Plan. This will consist of one Five-Year Budget and five Block Development Programmes (one each for Agriculture; Industries; Communications; Education and Health and Welfare).

6. For purpose of framing the Block Development Programme, it will be necessary to define clearly the scope of responsibility of Panchayat Administration and distinguish it from that of Government. This has been done to a limited extent in the new Panchayat Act. So far as Agriculture and Industries are concerned, it is necessary to establish this division of responsibility, by Government orders issued under section 66 of the new Panchayat Act whereby developmental functions are to be entrusted to Panchayat Administration. In respect of planned development of Agricultural production the present proposals regarding what Government should continue to be responsible for and what Panchayat Administration should be now made responsible for, are set out in paragraphs 7 to 9 below.

7. Among the three Heads of Development of Agricultural Production set out in paragraph 2 above, " Better-Farming " is the first and most important. It is also the Head of Development in which further progress cannot be secured unless Panchayat Administration takes full responsibility therefor, and brings to bear moral pressure and persistent education effort on each and every cultivator. Therefore, primary responsibility for " Better-Farming " will be vested in Panchayat Administration. The responsibility of the State Government will be limited to the provision of assistance to Panchayat Administration, in respect of the following:—

(a) Provision of agricultural grants in terms of the Panchayat Development Schematic Budget;

(b) provision, free of charge, of the services of National Extension Service staff; and technical advice of experienced departmental officers;

(c) the supply (on payment) of improved seed-grain produced on State Seed Farms; and

(d) such other assistance, if any, as may be mutually agreed upon from time to time as necessary for Panchayat Administration and capable of being provided by departmental officers.

NOTE.—According to the definition " Better-Farming " given in paragraph 2 above, the constitution of contour-bunds and other similar soil conservation works will form part of " Better-Farming " and as such, fall within the field of primary responsibility of Panchayat Administration. At present it is carried out as purely departmental operations in limited areas. The process of devolution of responsibility requires careful working out and is under separate consideration. For the present, it should be regarded as totally outside the scope of this memorandum.

8. Nitrogenous fertilizers are the most important among all chemical fertilizers. At present the Government of India carry primary responsibility for procurement and inter-State distribution. This will necesarily continue. The responsibility of the State Government is limited to settlement of allocations; making arrangements for distribution and supervising such arrangements. This will also continue. Co-operative societies have now become accepted as the agency for storage, local distribution and retail sale. This will also continue. There are, however, certain problems connected with detailed allocation of available supplies, as well as supervision of use. In order to solve these problems the State Governnmet will need the assistance of Panchayat Administration. The responsibility of Panchayat Administration will, therefore, be limited to the rendering of such administrative assistance, as well as the provision to cultivators of technical advice regarding the use of chemical fertilizers.

9. Provision of new irrigation facilities as well as improvement of existing irrigation facilities, is divisible into two parts, one relating to public works and another relating to private works:—

(i) In respect of the former, responsibility is at present carried by the State Government and discharged partly through the Public Works Department and partly through the Special Minor Irrigation Organization under the Board of Revenue. This will continue. Panchayat Administration will not be required to undertake specific responsibility in this field. It will however, be free to undertake minor improvements of minor irrigation works entrusted to it for maintenance, or of Kudimaramat or other works taken up by them for maintenance. This will be subject to the condition that improvements do not diminish supply to other Blocks and further that the cost involved is met from local resources supplemented by the resources allotted under the Panchayat Development Schematic Budget.

(ii) As regards private works, the State Government are at present providing loans under the Land Improvement Loans Act for the construction of wells and installation of pumpsets. Limited subsidies are also given for construction of wells. This will continue. Panchayat Administration will be called upon to provide information and local supervision but will not have any financial responsibility. The services of extension staff will have to be utilised for the collection of loans.

10. The provisions of paragraph 9 above relate to new works and improvements only. The grant in respect of maintenance of irrigation works will be as below:—

(*a*) The State Government will continue to retain responsibility for the maintenance of major irrigation works only. (*b*) The maintenance of minor irrigation works (at present maintained by the State Government) will be transferred to Panchayat Administration. (*c*) In respect of Kudimaramat works, the responsibility for efficient maintenance should be taken over by Panchayat Administration (unless customary arrangements for provision of labour by ryots are working satisfactorily).

Efficient discharge by Panchayat Administration of these maintenance responsibilities will form an important part of their duties relating to agricultural production. Panchayat Administration will be

encouraged to make the maximum use of " kuttais ", " Ponds ", " minor streams ", and other local supplies. The improvements of such works and their maintenance will be financed on the same basis as Kudimaramat works taken over and maintained by Panchayats.

## SECTION III.

*Agricultural Production Development Scheme No. I—Local manures.*

11. According to the estimates made in the Draft outline of the Third Five-Year Plan of Madras State no less than one half of all the additional food production expected from Better-Farming has to be realised by increasing the quantity and improving the quality of local manures used for crop production; the realization of the other half is also dependent upon better manuring, as the condition precedent to be fulfilled. There are, at present, a number of different schemes relating to green manuring and composing. All these schemes will hereafter become the responsibility of Panchayat Administration. The first step which every Panchayat should take in preparing Panchayat Agricultural Production Plan will be to integrate these different schemes and frame a single "Local Manures " Schemes as its Agricultural Production Development Scheme No. I.

12. For purposes of framing this scheme, it will be necessary to adopt a common unit throughout the State, as the unit of measurement of quantities of local manures. To this end, it has been decided that " *one cart-load (half a ton) of farm-yard manure of fair average quality* " should be deemed to be one unit of Local Manure. It will be necessary to frame a Schedule specifying in respect of every other type of local measure, how much of such manures (e.g. green manuring, various types of manurial green leaf, sheep-penning, oil cakes, etc.), will constitute one unit; that is to say, will have the same manurial value as one cart load (half a ton) of farm-yard manure of fair average quality.

For this purpose, it has been decided that the principle should be that any manurial material which supplies five pounds of nitrogen should be deemed to be one unit of local manure. The Director of Agriculture should arrange to work out a schedule of Manure Units and see that all Agricultural Extension Officers understand it correctly and explain it properly to Panchayats. It is extremely imperative that the instruction should be carried out as a process of social education on the scientific basis of agriculture. Every village should be made manure-conscious and the villager should be evoked to acquire a thorough knowledge of composition of manurial values.

13. The first step in the formulation of the scheme for any village will be the ascertainment of how many Local Manure Units are at present being used in the village for grain crops and how many Local Manure Units ought to be used as the optimum for grain crops and, thereby, determine the deficiency which requires to be made good in order to increase the production of foodgrains.

The determination of the total number of Local Manure Units, at present in use, can only be approximate. However, it should be made as accurately as possible. The only satisfactory way of doing it would be to assemble all the cultivators in a Planning Conference in the village. The President and members of the Panchayat, assisted

by the Village Officers should conduct this Conference. The nature of the calculations and its purpose should be explained to the assembled cultivators. Thereafter, the items of local manure in use should be listed. The number of units of each should be computed, beginning with Farm-yard manure.

14. How many Local Manure Units *ought* to be used as the basic minimum? In order to answer this question it is necessary that a common rule should be adopted for all Panchayats in the State. To this end, it has been decided as a simple working rule that "*for every acre of any foodgrain crop 12 units of local manure must be supplied as its optimum requirement.*"

Where more than one crop is raised on the same land, the rule must be applied in respect of each crop successively. In other words, the minimum requirements assessed at the rate of 12 units per acre should be fixed on the basis of the " gross grain crop acreage " and " not the net grain crop acreage ".

From the requirements thus assessed, the quantity used at present on grain crops (determined in the manner explained at paragraph 13 above) should be deducted. The deficiency to be made good should thus be settled.

It should be carefully borne in mind that chemical fertilizers should not be taken into account at any stage of these calculations.

The adoption of the common working rule of 12 units of Local Manure for every acre of grain crop means that every village should put forth its maximum effort to provide up to 12 units in the form of organic manures. Chemical fertilisers should be relied upon for further intensification of fields, and not as a substitute for organic manures, it will be the duty of the Panchayat to make sure that the supply and use of Local Manures are stepped up to this limit within a period of three years at the latest.

15. Having arrived at the deficiency requiring to be made up, it should then be examined in what form of local manure it can be most conveniently made good. To what extent can green manuring be stepped up? For that purpose, how much green manure seed will be needed and what arrangements should be made by which that quantity of green manure seed can be secured year after year? To what extent can the direct application to lands of green-leaf manure be stepped up? For that purpose what sort of trees and shrubs should be got planted, and on which lands can they be got planted? How many new compost pits should be got dug? On what lands will they be dug and by whom? How is the additional organic material needed for filling up these pits to be produced? To what extent will they be produced in the form of live-hedges or by border-planting of cultivators' fields? To what extent should they be got produced on poramboke lands and waste lands? Every one of these questions should be gone into carefully. The pattern of answers to these questions will vary considerably with reference to the existing pattern of land use: that is to say the existing pattern of (wet, dry and garden) cultivation, and the availability of poramboke and waste lands and other local sources of organic manurial material.

16. As a rule, it is likely to be found that the worst deficiency is locatable on dry lands. A satisfactory method would consist in digging compost pits in the fields themselves, *at the rate of one standard sized pit for every acre.* The standard size would be 15 feet long, by 8 feet broad and 3 feet deep. The manurial material needed for such pits wil have to be provided by such shrubs and trees as Clysicidice Pungam, Ipomea "Adathodda", "Kattamani", etc. The growing of such trees and shrubs as live-hedges and border-plantation will, no doubt, present a small problem to cultivators in the first year (in respect of watering and guarding); it will be the duty of the Panchayat to arrange for progressive cultivators to show the way of practical solution of these problems, and ensure that all the rest follow the same practice within a short time. The Panchayat should also arrange for necessary watch and ward.

17. Apart from such action to be taken by individual ryots in their own holdings it will be necessary for every Panchayat to undertake an action programme of plantation of porambokes and waste lands vested in it. The first objective of such plantation should be to ensure the availability of adequate guarantee of manurial material. But the plantation effort need not be limited to it. It should include also plantation of trees and shrubs required for fuel, fodder and other purposes necessary and useful for the village community. In so far as the fuel supply is increased, the burning of cowdung can be reduced and the supply of farm-yard manure correspondingly increased.

18. It is of the highest importance that all these details making up the scheme should be discussed in public at the Planning Conference in order not only that the best possible conditions may be reached, but also in order to ensure the widest possible understanding of the Scheme by all the cultivators, which is an indispensable prerequisite of successful execution of the scheme. After the discussion is over, it will be for the Panchayat to formulate the scheme in the form of concise and specific statements of the action to be taken by the cultivators individually and by the Panchayat collectively. Where the action has to be taken over two or three years, care should be taken to specify the phasing and to detail concretely the action to be taken in the first year.

## Section IV.

### *Agricultural Production Development Scheme No. II—Improved seed grain.*

19. The Second Agricultural Production Development Scheme to from part of the Panchayat Agricultural Production Plan must relate to the development of the supply and use of the principal grain crops grown in the Panchayat Area, viz., Paddy, Ragi, Cholam and Cumbu.

20. Just as a common standard to be attained by all Panchayats in the State has been fixed in respect of Local Manures, it is also necessary to fix a common standard in respect of improved seed grains. For this purpose it is necessary to standardize a definition of improved seed grain. The following definition has, accordingly, been decided upon, viz., *improved seed grain means any seed grain certified as improved seed grain by an officer of the National Extension Service establishment, and includes the progeny of such seed grain of the first generation and the second generation only.*

Seed grain of the third or suceeding generation, even though duly certified seed grain should not be regarded as improved seed grain.

It follows that a change of seed grain used on every field after every three years is an essential feature of Better-farming, which should be attained maintained throughout the State.

21. The first step in formulating the Scheme should be to settle the strain of seed grain required for the village. In most cases the improved strains evolved by the Agricultural Development would be available. There would be pockets of cultivation for which departmental strains might not yet be available. In such cases, the District Agricultural Officer is authorized to arrange supply based on mass selection of local variety, distinguished by outstanding performance in yield and other merits.

It will be for the Panchayat to settle the strains for the village, after consultation with the Agricultural Extension Officer. The decision of the Panchayat will require the approval of the District agricultural Officer in token of his acceptance of responsibility for arranging the supply of seed grain required for the village Seed Farms.

22. The next step will be to determine the quantity of seed grain required for annual supply, and the arrangements for producing this supply for village seedfarms. As the entire area should be completed and replaced once in three years, it may be taken that the annual seed supply should be sufficient to plant approximately one-third of the total grain crop acreage. The quantities required will vary widely from one area to another with the kind of crop. Similarly, the area of land required for use as village seed farm in order to produce the required annual supply will also vary. It will be for the panchayat to settle, after full further discussion in the Planning Conference, what area of land is required for village seed farm and what quantity of improved seed grain should be produced for distribution every year. The District Agricultural Officer should satisfy himself that the quantities of seed required to be supplied by him is not in excess of reasonable requirements.

23. The panchayat should then select the cultivators who would produce the required annual supply of Secondary seeds grains on their farms, which are to serve as the village seed farms. The cultivators thus selected should possess the necessary facilities of suitable land and water-supply as well as the technical competence. They should command the confidence of the cultivators of the village in respect of compliance with regulations of the National Extension Service in respect of the purity and viability of seed grain supplied by them. They should be persons who undertake the responsibility not merely in order to earn the premium payable for their production, but also with zeal for the fulfilment of the Panchayat Agricultural Production Plan, and thereby rendering public service.

The name "Gramasahayak" which has been brought into use throughout the country under the National Extension Service Scheme of Community Development, will, hereafter, be reserved as the exclusive designation of the cultivators who are selected by panchayats for rendering this particular public service.

24. The number of Gramasahayaks required for every panchayat will have to be carefully settled. As a rule, the area used by each Gramasahayak as village seed farm should not exceed three acres. Such a limitation is necessary for ensuring the proper processing required for keeping up purity and viability. If too large a quantity

of seed grain has to be produced and stored by any one Garamasahayak, it is inevitable that standards would go down. It is also necessary not to put all the eggs in one basket. There are always possibilities of failure, natural and human; and they should be guarded against.

Subject to the observance of these guiding considerations, the settlement of the number of Gramasahayaks will be left to the panchayat.

25. There is already a form prescribed for the "Seed Farm Indenture". The Director of Agriculture should arrange for necessary modifications in this form so as to be suitable for execution by every Gramasahayak, in favour of the president of the panchayat.

26. The modified "Seed Farm Indenture" should (in addition to other conditons, regarding purity, viability and certification procedure) provide for the sale to persons nominated by the panchayat at a "Seed Grain Market Price" settled by the panchayat. In addition to such price, payable by the purchasers, the Gramasahayak, should be eligible for a premium on certified seeds payable by the panchayat union. This premium will be limited to quantities which are actually distributed to the farmers after being certified and sealed and passed for distribution by the authorized officer of the National Extension Service Establishment. The rate of premium will be two rupees per railway maund; and will be the same for paddy as well as millets.

27. Wherever the village co-operative society is willing to accept the responsibility, the seed grain should be sold to the society. The society will be under obligation to make the seed grain available to the persons nominated by the panchayat at the prices fixed by the panchayat.

In view of the fact that the process of storage will entail expenditure, the panchayat may take into account the period of storage, while fixing sale prices.

## Section V.

### *Other Agricultural Production Development Schemes.*

28. While provision is required to be made on uniform principle to all panchayats in respect of the two types of development schemes referred to above, the panchayat will be free to make provision for other types of development schemes also according to local needs. An illustration of the types of Development Schemes for which provision may be thus made is contained in a Model Agricultural Production Plan appended to this memorandum. This Plan was actually prepared by the panchayat of Kalyanakuppam village in Tiruvellore Block of Chingleput district.

## Section VI.

### *Finance provision.*

29. The funds required by panchayat administration for the implementation of the Agricultural Production Development Schemes set out in sections III and IV above will be made available to them in the form of agricultural grants under the Panchayat Development Schematic Budget. As set out in the Panchayat Development Schematic Budget, each Development Block will be eligible for an agricultural grant of Rs. 2 lakhs for five years.

30. Out of this allotment of Rs. 2 lakhs, expenditure on Agricultural Production Development Scheme No. I relating to local manures will be financed on the basis of a specific percentage grant. The grant will cover two-thirds of the expenditure incurred by the Panchayats. Expenditure on Agricultural Production Development Scheme No. II relating to Improved Seed grain will be met by the panchayat union from this grant. The panchayat union will be entitled to a full grant to cover the expenditure on the payment of premium to the Gramasahayak as set out in paragraph 26 above, subject to the ceiling that total expenditure on the payment of such premium is limited to an amount not exceeding 30 naye Paise per standard acre of paddy and 15 naye Paise per standard acre of millet under cultivation in each block.

## APPENDIX II.

### *Kalyanakkuppam Village Panchayat Agricultural Production Plan.*

*Part I—Preliminary remarks.*—(1) Kalyanakuppam is a small village in Tiruvellore Block Development area. It is about 2 miles North-East of Tiruvellore and about 1 mile from the Block Development Office. This village can be reached by a gravel road which branches off from Tiruvellore-Semmalai tar road. This village consists of two hamlets called Venkatesapuram and Narayanapuram. The population of this village, according to the last census, is 961. There are about 220 families. There are about 20 tiled-houses and the rest are thatched huts. There is no terraced house. People in this village are all farmers. Thirty-eight persons are patta-holders; they cultivate about 270 acres. On the whole, there are 313 acres of wet land and 109 acres of dry land. Three hundred and eighteen acres are cultivated in the first crop, 301 acres in the second crop and 30 acres in the third crop. Paddy is cultivated in 299 acres in "Swarnavari" season, 262 acres in "Samba" season and 31 acres in "Navarai" season. Groundnut and Ragi are the principal crops that are cultivated.

(2) For irrigation purposes, there are big 'Kosavan Lake', 'Kalyana Isai Lake' and a spring. These are rainfed. They get filled up during the months of September and October. There will be water for three or four months, according to the rain fall. These lakes irrigate a total area of 318 acres. Apart from this, there are 31 irrigation wells in "patta lands". Twenty-four electric motors and pumps are used for pumping water for irrigation. These motors have a total capacity of 120 h.p. When there is no water in the lake, these pumps supply water to lake-fed lands and garden lands. Water facilities are very limited here. Sufficient water is not available for irrigation. Hence, it is not possible to cultivate successfully in appropriate seasons. Very often, the crops are adversely affected.

(3) The lands in this village are of different varieties of soil. Soil consists of deep black-clay, alkaline sand, sand mixed white alkaline varieties. Red soil is not available.

(4) There are 110 pairs of good bullocks for ploughing and 250 medium sized cows. There are no good milch cows. There are 662 rams and sheep. There are 16 pigs and about 3,000 ducks.

(5) In each year about 3,000 bags of rice, 400 bags of ragi and 2,500 bags of groundnut, are grown.

(6) There is an elementary school (up to fifth class) in this village and a hospital about 2 miles away. Public meetings of this village are held in an ancient Vaishnavite temple here. There is a panchayat in this village, consisting of seven persons:—

*Names of members of the panchayat.*

(1) Sri P. Narasimmalu Naidu—*President.*

(2) Sri Ganapathy—*Vice-President.*

(3) Sri T. Srinivasalu Naidu.

(4) Sri A. Sengama Naidu.

(5) Sri A. Guruswamy Naidu.

(6) Sri Desaiah Naidu.

(7) Sri Varathan.

(8) This village has been selected for implementing the Village Panchayat Agricultural Production Plan. With a view to chalk out a plan for increasing food production of the village for the next year, meeting of the panchayat was convened at 9 a.m. on Friday, the 19th August 1960, in the school premises of this village (where there is facility for holding public meetings). The meeting had already been publicised and the president, vice-president, other members of the panchayat and village officials, were present. The Development Commissioner, District Collector, Deputy Secretaries to Government in Rural Development and Local Administration Department, District Agricultural Officer, Block Development Officer, Extension Officers and Grama Sevaks took part in the meeting. People from this village and nearby villages, numbering 100, were also present to observe the proceedings of the meeting. The occasion presented a festive appearance. The farmers of this village were very enthusiastic and evinced keen interest in drawing up agricultural production plans.

*Part II—Increase of rice production per acre.*—(9) For drawing up the plan a sub-committee consisting of six panchayat members was provisionally constituted.

(10) For drawing up an appropriate plan correct statistics about agriculture are required. Correct agricultural statistics are not available in villages. Apart from the accounts maintained in the books of village karnams and statistics of cattle, no other information is available. The statistics about the quantity of rice and other grains produced in this village and the quantity of manure used in this village have had to be collected from the villagers orally and corrolate them by guess work and then the plan has to be drawn up, based on such statistics.

(11) For drawing up an agricultural production plan, no information is available about the quality of soil because of the absence of proper soil research in this village and adjoining villages.

(12) A discussion took place with regard to the production of rice during the previous year and the quantity of rice to be produced during the Plan period. Apart from the particulars available in the karnam's book. about the harvest of food grains, no other statistics were available. A panchayat member voiced forth the view that

10,000 bags of rice could be produced. Another person asserted that it would be possible to produce only 6,000 bags. After much discussion, it was concluded that the estimated production could be fixed at 3,000 bags. When a few farmers were enquired as to how much was produced in each acre, their individual replies with reference to production data ranged between 12 and 8 bags. As correct statistics were not available, it was decided that the minimum production of eight bags of rice should be increased to 12 bags. In view of this, it was decided to increase the target of 3,000 bags of rice to 4,500 bags of rice.

(13) No correct statistics were available in this village, in respect of the area of cultivation of Swarnavari crop, Samba crop and Navarai crop. Under these circumstances, the aim of this plan is to increase rice production from 1 per cent per acre to 50 per cent.

*Part III—Increased use of manure.*—(14) For increasing rice production as stated above, the use of manure proves to be an important factor. In this village, a land, considered to be well manured, is the one for which 12 carts of rubbish manure has been used. On the presumption that five carts of manure from each house could be made available from about 220 houses in this village, it was calculated that about 1,110 carts of manure would be made available. Calculating the requirement of organic manure at the rate of 60 lb. per acre for 392 acres of cultivable lands in this village, it was found that 22,520 lb. nitrogen units would be required. On the average rate of 5 lb. of nitrogen per cart, it was found that 4,504 carts of manure would be required for 392 acres. Of this, 1,110 carts of manure are now available in this village. Therefore, the compost is the only manure that is easily available in this village. How much more of this can be produced, was discussed. At the end it was decided that about 1,000 cart-loads of compost manure could be produced. After discussion as to whether the panchayat should produce it or the farmers themselves should produce it, it was decided that only farmers alone should produce it. It was decided that each of the pumpset users should have two compost pits each and produce compost manure, and that 52 pits (15′ × 8′ × 3′) should be dug for producing compost manure. A doubt was expressed whether sufficient quantity of waste matter would become available for this. For this, it was decided to plant 2,000 'Hipomea Carnia' plants at the rate of 40 plants on the side of each compost pit. Thus, 1,000 cart-loads of compost per year could be produced.

(15) Next to compost manure, only green manure plants can be grown in this village. The green manure plants are not grown to a great extent in this village. On enquiry, it was found that the main reason for this is that cultivable lands are utilized for the production of two crops per year. Sufficient land is not left waste for growing green manure plants. During summer there are not enough water facilities for sowing seeds and cultivating green manure plants. If seeds are sown in Summer, they are eaten away by cattle. In view of the above reasons, only 5 acres are used for cultivating 'Avuri' for green manure. It was decided to cultivate "Kolinji" plant in 15 acres of wet lands under single crop cultivation in the next year. If the seeds of this plant are sown, before harvesting rice, in 50 acres, these plants will be ready for use as green manure

after six months of the rice harvests; this will withstand heat; cattle will not eat this. If they are sown once, they will grow of their own accord in subsequent years. The leaves are very nitrogenous. Moreover, it was decided to cultivate 10 acres of " Avuri " and 500 Gliricidia plants. According to this, manure equivalent to 40 cart-loads will be available.

(16) In this village, there are about 662 rams and 200 cattles. These are allowed to graze in the fields. They are thus allowed to graze in the fields for two months in a year. As no correct statistics were available, it was concluded that, by this arrangement of growing, about 500 cart-loads of manures would be available.

(17) In this village, the use of groundnut cakes, as manure, is in vogue. No statistics are available as to how many bags of manure are thus used. It was stated by one member that at the rate of three bags per acre about 1,000 bags were used. Another member interfered and stated that only 600 bags were used. By discussion. this figure was reduced to 200. One member expressed the view that 100 bags of groundnut cake were not available. Further, it costs much. It can be said that in this village, the quantity of cake to be made available for use as manure is equivalent to 1,000 cart-loads of manure. Hence, it will be desirable to grow trees such as " Puvarasu ". Gliricidia extensively, for preparing manure.

(18) Afterwards, there was discussion on chemical fertilizers. It could not be said exactly how much of fertilizers would be available. There would not be enough supply of fertilizers to meet the requirements. Hence it was considered better to use what was available on the spot.

(19) Therefore, it was decided to meet the requirements of 4,800 cart-loads of manure for this village as indicated below:—

| | |
|---|---|
| 1 Cattle manures now available .. .. .. | 1,110 cart-loads. |
| 2 Compost .. .. .. .. .. .. .. | 1,000 ,, |
| 3 Green leaf manure (through shrubs and trees) .. .. | 1,000 ,, |
| 4 Through goat graring .. .. .. .. .. | 500 ,, |
| 5 Through chemical fertilizers .. .. .. .. | 800 ,, |
| Total .. | 4,410 cart-loads. |

*Part IV—Improved paddy seeds, production, supply and increased usage.*—(20) Next to manures, improved seeds increased production. The varieties of improved seeds available in this village are TKM. 6, BAM. 3, CO. 19. Improved seeds will be in good condition only for a period of three years after they are supplied from the village seed farms. After this period, it will become quite necessary to change the seeds. Mixed plants develop in it. The potency also diminishes. Hence, it was decided that suitable improved seeds should be grown in village seed farms to meet the requirements of all the fields of rice cultivation in this village. The area of village seed farm, the required amount of seed, and as to who should run the seed farms are mentioned in detail in the third resolution attached herewith.

(21) It was also decided that these seed farms could be managed only by private individuals. After harvesting the seeds, the Agricultural Extension Officer should examine them and seal them. Moreover, the assistance of the Village Workers would be required for removing other plants. The seed beds should be sown separately. Separate ground will be required for beating and thrashing. New gunny bags will be required for collecting the seeds. To meet the extra cost involved in this it was decided that a premium of Rs. 2 per maund over the market rate will be required. This premium can be collected by the farmers who run the seed farms from those who sell the seeds. The seeds should be distributed to those selected by the village panchayat. As it will be very difficult to safeguard the seeds till the next harvest season it is necessary to distribute them as quickly as possible. If there was delay, it was decided to pay a premium of Re. 1 per maund to the seed growing farmer. It was decided to supply the above seeds on cash payment. The buyer should arrange for the necessary money for purchasing the seeds.

*Part V—Steps for protecting rice.*—(22) *Plant protection.*—It was decided to intensify the steps to combat diseases and pests affecting the plants.

Medicines and sprayers should be privately purchased. Power sprayers were not considered necessary. As good dusters were not now available it was decided to use pieces of cloth for spraying chemical powders.

(23) *Agricultural implements.*—The agricultural implements required for this village are—

| | |
|---|---|
| Bose ploughs ... ... ... ... ... | 50 |
| Burmese suttons ... ... ... ... ... | 10 |
| Puddlers ... ... ... ... ... ... | 2 |
| Green manure tramplers ... ... ... ... | 2 |

It was decided that these should be purchased by farmers themselves.

(24) *Japanese method of cultivation.*—As sufficient quantity of chemical fertilizers were not available, and as a large number of persons were required for line-planting, it was decided to put up experimental demonstration plots. There was a lot of discussion about Japanese rice cultivation. Some members said that a large number of men were required for line-planting and that sufficient quantity of chemical manure was not available. Moreover, they said that there was no increased production on account of line-planting. The saving of seedlings, reduction in the cost of removing waste growth was not at all taken into consideration. It was decided that some farmers should cultivate in Demonstration plots and Control plots, in a proper way.

*Part VI—Increased production of other plants than rice.*—(25) Groundnut is next in importance to rice in this village. Every year, this is grown in about 400 acres—after harvest of rice in wet lands and during rainy seasons, in dry lands. A particular variety of groundnut only is available. It was decided to obtain fifty bags of D.M.V. 2 variety groundnut from the Agricultural Depot and cultivate the seeds next year with a view to increase the production of improved seeds.

(26) Ragi is the important foodgrain in Kalyankuppam village. It is grown in many patches of lands. For this village, C.O. 5 variety of ragi is suitable. It was decided to obtain one bag of seeds from the Block Development Office and to popularise it through the village seed farms.

(27) As a small quantity of castor seed was available free of cost at the village seed farm it was decided to obtain 10 lb. of seeds and to plant them on the bunds of cultivable lands through the farmers. Consequently, sufficient quantity of castor oil for household use will be available for the farmers. There has been no castor cultivation in this village.

(28) Now, vegetable cultivation is not practised to a great extent, in this village. Even for their domestic consumption the farmers are purchasing vegetables from outside. It was decided to grow in ten acres brinjals, ladies fingers, chillies, pumpkins and tomatoes sufficient for the consumption of every family in this village.

*Part VII—Tree plantation.*—(29) It was decided to plant 150 coconut seedlings on both the sides of the panchayat roads. When they start yielding coconuts, it will be a source of income for the panchayat. It will involve an expenditure of about Rs. 10 per plant for the cultivation of these coconut plants till they reach the yielding stage. The panchayat will meet this expenditure. The question of giving loan to the panchayat for this purpose will have to be examined.

*Part VIII—Irrigation*—(30) *Kudimaramat.*—Kudimaramath is being done well in this village. The farmers themselves are meeting the cost of repairing the common canals. No change is needed in this procedure.

(31) The scheme of digging a big well at Ikkadu village and supplying water from there has to be examined.

*Part IX.—Conclusion.*—(32) To draw up the above scheme the meeting of this panchayat was held on two days on the 19th and 20th of August 1960. And this scheme was drawn up successfully.

## IRRIGATION.

### TRANSFER OF MINOR IRRIGATION SOURCES FOR PROTECTION AND MAINTENANCE AND EXECUTION OF KUDIMARAMAT.

The Government consider it necessary, as part of the policy underlying the entrustment of agricultural development work to Panchayat Unions, that the provisions contained in section 85 (1) of the new Act regarding the transfer of irrigation works should be utilized adequately. In the context of implementation of the new Act, Government also consider it very important that Panchayats should be advised to take over kudimaramat in their villages in every case. The need for panchayat unions taking up kudimaramat will arise only in exceptional cases where the kudimaramat obligation falls on the ryots of more than one panchayat village collectively and the panchayats concerned are unable to divide up the responsibility among themselves .

Section 85 (1) of the Madras Panchayats Act, 1958, empowers the Government to transfer to the Panchayat or the Panchayat Union the functions relating to (*a*) the protection and maintenance of irrigation works, (*b*) the mangement of turns of irrigation. and (*c*) the regulation of distribution of water from the irrigation work to the fields depending on it. The Government have deceided that these functions should be transferred to the Panchayat Unions and not to the Panchayats. The Government have, however, no objection to the Panchayat Union entrusting to the local panchayat, under section 71 (2) of the Act the execution of maintenance works, the mangement of turns of irrigation and the regulation of distribution of water from the irrigation work, if the ayacutdars of the irrigation source request in writing that such entrustment should be effected and if the panchayat concerned agrees (by a resolution passed by it at a meeting specially convened for the purpose) to take over the said functions and to abide by the conditions upon which the irrigation source has been transferred to the Panchayat Union.

The power vested in the Government under section 85 (1) of the Act, and referred to in sub-paragraph (1) above, has been delegated to the District Collectors under the notification issued with G.O. No. 76, L.A., dated the 12th January 1960. The Collectors are requested to exercise this power subject to the following conditions and control :—

(i) The transfer to any Panchayat Union constituted for a panchayat development block shall be restricted to Minor Irrigation sources in charge of the Revenue Department, which are situated in such block, provided that such sources do not form part of a river irrigation system. For the present, tanks under the control of Public Works Department need not be transferred even if they are unconnected with a river irrigation system.

(ii) In order to enable the Panchayat Union to discharge the responsibility thus entrusted, a special annual grant which may be referred to as the "Local Irrigation Grant" should be made available to the Panchayat Union. The amount of this grant should be fixed by the Collector for each block on the following basis :—

(*a*) The average annual amount spent by way of repairs on all the Minor Irrigation sources of the block should be determined, with reference to the actuals of five years ending 1959–60. If this amount does not exceed Rs. 2·50 per acre irrigated from the sources and does not also fall short of Rs. 1.50 per acre irrigated from the sources, that amount should be fixed as the Local Irrigation Grant.

(*b*) If the average annual amount referred to in (*a*) above exceeds Rs. 2·50 per acre irrigated from the sources then a sum representing Rs. 2.50 per acre should be fixed as the Local Irrigation Grant. and

(*c*) If the average annual amount referred to in (*a*) above falls short of Rs. 1.50 per acre irrigated from all the sources, then a sum representing Rs. 1.50 per acre should be fixed as the Local Irrigation Grant. The grant so paid shall be credited to a separate fund which shall be known as the "Panchayat Union (Production) Fund"; and shall be accounted for separately, from the General and the Education Funds of the Panchayat Union. Care should be taken to ensure that the grant is utilized exclusively to meet the expenditure on Minor Irrigation Works.

(iii) The Panchayat Union shall not effect any alteration in the sluices of the irrigation work or interfere with the standard and specifications laid down in the Tank Restoration Scheme Memoirs in respect of such work or raise, lower or extend the weirs or calingulas or make any material alterations in or interfere with the headworks, if any of the channels.

(iv) The Panchayat Union shall be responsible for keeping watch over the bund of irrigation work during the rainy season.

(v) The Panchayat Union shall make good any damage to the sluices, weirs, calingulas, channels, head works, bund or other works forming part of or connected with the irrigation work resulting from its misfeasance or non-feasance, the decision of the District Collector as to whether any particular item of damage was the result of any misfeasance or non-feasance on the part of the Panchayat Union being final.

(vi) The Panchayat Union shall not excavate earth at any time for any purpose within thirty feet or either toe of the bund of the irrigation work.

(vii) All works shall be carried out under the control and supervision of the Panchayat Union Engineer (Block Engineer or Supervisor) and shall be subject to supervision of the Revenue Divisional Officer also.

(viii) The Panchayat Union shall have power to regulate the manner and order in which the lands under the irrigation work shall be irrigated, the time at which the supply of water shall continue and the total quantity of water to be supplied, but this power shall not be exercised so as adversely to affect any established or customary right to preferential or proportional supply.

(ix) Any function in respect of a village irrigation work transferred to a Panchayat Union may, at any time, be resumed without assigning any reason by the Government or their delegate, the Collector.

(x) A resolution of the Panchayat Union Council agreeing to abide by the conditions referred to above shall be obtained before the minor irrigation sources are transferred to the panchayats.

*Kudimaramat.*—The Madras Compulsory Labour Act, 1858 refers to the existence of a customary obligation to provide free labour for certain types of works on irrigation sources. The law provides that, where the customary obligation was not discharged, the necessary works could be carried out by the Tahsildar and the cost apportioned among the landholders responsible and recovered from them as arrears of land revenue. Section 85 (2) of the Madras Panchayats Act, 1958, which corresponds to section 59 (2) of the Madras Village Panchayats Act, 1950, makes it possible for the panchayats or panchayat union councils to take over this customary obligations, discharge it and meet the cost by levying a statutory fee for the purpose. Both the 1950 and the 1958 Panchayat Acts specially provide that this assumption of responsibility by the panchayat or the panchayat union council as the case may be does not exempt the landholders from liability to enforcement of the rules by the Tahsildar in the event of the panchayat or the panchayat or the panchayat union councils failing to discharge the obligation assumed by them.

(ii) Collectors of districts are requested to take action to bring to the notice of every panchayat the provisions of section 85 (2) of the Act and induce the panchayats to assume responsibility for executing kudimaramat and for discharging their obligation periodically in order to keep irrigation works in good condition. The panchayats may be informed of the provisions of the Act enabling them to levy suitable fees for executing kudimaramat. The question of panchayat union councils taking up this obligation need not be considered until the result of the approach to panchayats has become clear.

(iii) In order to prevent the customary obligation lapsing by disuse, a record should be maintained by the Panchayat Union Commissioner specifying the existence of customary obligation and its precise nature in respect of each source in which it existed. The nature of the customary obligation will be available in the Settlement Registers of the village and records in the Taluk office The particulars in respect of each source should be obtained from the Tahsildar and entered in the said registers.

(iv) Sub-paragraph (5) under Boards Standing Order No. 86 and Appendix I and Appendix II to that Standing Order prescribe the maintenance of two registers in Taluk office, namely : —

(*a*) the Kudimaramat Register for the taluk with a page for each village; and

(*b*) Register showing penalties recovered under the Act and its disposal.

The Board of Revenue has reported that these two registers will be useful for the panchayats when they take over the responsibility for executing kudimaramat and the maintenance of such registers will be necesasry to show what works should be regarded as coming under the purview of the kudimaramat liability. The Government direct that these two registers now maintained in

the Taluk office should also be maintained with such modifications as the Board of Revenue may consider to be necessary for every panchayat development block, by the Panchayat Union Commissioner concerned. If any panchayat in the block after assuming power and responsibility under section 85 (2) of the Panchayats Act fails to execute kudimaramat in respect of any irrigation source the Panchayat Union Commissioner should bring the matter to the notice of the Panchayat Union Council and suggest that the latter may assume the power and responsibility and to execute kudimaramat in that case. It is only in the very unlikely event of even this attempt failing that it would be necessary for the Panchayat Union Commissioner to bring the fact to the notice of the Tahsildar for enforcing the provisions of the Madras Compulsory Labour Act, 1858.

Step should be taken to transfer to the panchayat union concerned the Minor Irrigation sources in the panchayat development block as soon as practicable after the Panchayat Union Council is constituted. The action taken in this regard should be reviewed at next two jamabandis by the Jamabandi Officer and the results of such review reported through the Collectors to the Board of Revenue. The Board of Revenue is requested to submit a special report to Government on the action taken in pursuance of this order, after each of the next two jamabandis.

(Vide G.O. No. 711, L.A., dated 16th April 1960.)

## FAMILY PLANNING—EXTENSION TO ALL VILLAGES.

In supersession of the orders in G.O. Ms. 3629, Health, dated 22nd December 1959, the Government sanction the extension of the intensive scheme for popularization of surgical methods to all the villages and towns in the mufassal. The sterilization target shall be 100,000 (one lakh).

The intensive scheme is applicable to all persons *irrespective of their income*. In the case of men they should not have attained the age of 50 while in the case of women they should have attained the age of 24. In either case they should have not less than three living children.

The Government sanction the payment of a compensatory allowance of Rs. 30 (rupees thirty only) to each eligible person who undergoes the sterilization operation (vasectomy for men and salpingectomy for women) in any one of the hospitals mentioned in Annexure I to this order *irrespective of the place where the person resides*. This payment is sanctioned in order to off-set the loss of emoluments which may occur for a short period and such incidental expenditure as may have to be borne by the person who undertakes this operation.

The Government also sanction a special casual leave not exceeding six working days to Government employees who undertake vasectomy operation in order to enable them to take rest after the

operation. Similar casual leave will be sanctioned to the employees in aided educational institutions and local bodies by the respective authorities.

The presidents of all village panchayats and commissioners of all municipalities are requested to take keen interest in the family-planning scheme and popularize the same among the people. They may canvas and send persons who will satisfy the conditions prescribed in paragraph 3 above to the nearest hospital mentioned in Annexure I for undergoing the sterilization operation.

The presidents of panchayats are authorized to provide each eligible person who wishes to undergo the operation, free transport for journeys from the village where he resides to the nearest approved hospital and back. The Government sanction a compensatory grant of Rs. 10 (rupees ten only) per case of sterilization to the panchayats concerned, in order to enable the panchayat to meet the actual conveyance charges referred to and such other incidental expenses, if any, as may be necessary for popularizing and implementing the scheme.

The payment of the compensatory grant of Rs. 10 to the panchayats and the compensatory allowance of Rs. 30 referred to in paragraph 4 to the eligible persons will be made on the same day after the operation has actually been performed by the head of the medical institution on production of the certificates referred to in Annexure II which should be issued by the officers specified therein. Payments of compensatory allowance and grant will be made by the heads of institutions where the operation is done, out of the advance of Rs. 1,000 sanctioned in G.O. No. 1450, Health, dated 25th May 1960, to each of the heads of the medical institutions mentioned in Annexure I for meeting the expenditure.

It will be the duty of the Block Development Officers and the Revenue Divisional Officers to arrange to explain the details of the scheme to the panchayats and municipal councils in their jurisdiction.

The heads of the 21 Medical institutions mentioned in the Annexure I to the order should submit a monthly return of operations performed, in Form III, under Annexure II, to the District Medical Officer of the district concerned who will consolidate such returns and send a monthly report to the Director of Medical Services. The Director will consolidate the returns received from various District Medical Officers and send one report every three months to Government together with his remarks about the progress of the implementation of the scheme every quarter. The report must be sent to Government by the 15th of the month succeeding the quarter. The first quarterly report under this order should be for the period July to September 1960

(Vide G. O. No. 2101, E. & P.H., dated 17th August 1960.)

ANNEXURE I.

| | | |
|---|---|---|
| 1 | North Arcot .. .. | (a) Government Headquarters Hospital, Vellore. |
| | | (b) Government Hospital, Tiruvannamali. |
| 2 | South Arcot .. .. | (a) Government Headquarters Hospital, Cuddalore. |
| | | (b) Government Hospital, Villupuram. |
| 3 | Chingleput .. .. | Government Headquarters Hospital, Chingleput. |
| 4 | Salem .. .. | (a) Government Headquarters Hospital, Salem. |
| | | (b) Government Hospital, Krishnagiri. |
| 5 | Coimbatore .. .. | (a) Government Headquarters Hospital, Coimbatore. |
| | | (b) Government Hospital, Erode. |
| 6 | Tiruchirappalli .. | (a) Government Headquarters Hospital, Tiruchirappalli. |
| | | (b) Government Hospital, Karur. |
| 7 | Thanjavur .. .. | (a) Government Headquarters Hospital, Thanjavur. |
| | | (b) Government Hospital, Nagapattinam. |
| 8 | Tirunelveli .. .. | (a) Government Headquarters Hospital, Tirunelveli. |
| | | (b) Government Hospital, Tuticorin. |
| 9 | Ramanathapuram .. | (a) Government Head quarters Hospital, Ramanathapuram. |
| | | (b) Government Hospital, Srivilliputhur. |
| 10 | Madurai .. .. .. | (a) Erskine Hospital, Madurai. |
| | | (b) Government Hospital, Dindigul. |
| 11 | The Nilgiris .. .. | Government Headquarters Hospital, Ootacamund. |
| 12 | Kanyakumari .. .. | Government Hospital, Nagercoil |

## Annexure II.

### *Form I.*

Certified that Sri/Srimathi of village/municipality district, has been operated for vasectomy salpingectomy on at the hospital.

The operation is successful.

Station

Dated

Signature of the Surgeon performing the operation.
Name of the hospital.

### *Form II.*

Certified that free transport has been provided to Sri/Srimathi of village, district, for going to the Government Hospital at for undergoing sterilization operation and back home at the cost of this panchayat. Certified also that the compensatory grant of Rs. 10 (rupees ten only) towards the conveyance charges referred to and other incidental expenses incurred in connexion with the above cases is payable to this panchayat.

Station

Dated

(Signature)
President
Panchayat

### *Form III.*

1 Name of the person (with address.)

2 Age and sex.

3 Number of living children.

4 The name of the medical institution in which the operation has been performed.

5 The date on which it has been performed.

6 The date on which the compensatory allowance grant is paid to the person who underwent the operation to the panchayat.

7 Remarks.

Station

Dated

Signature of the Surgeon who performed the operation.
Signature of the head of the hospital.

# ELEMENTARY EDUCATION.

## FUNCTIONS AND DUTIES OF PANCHAYAT UNIONS AND PANCHAYATS.

Under section 65 (*e*) of the new Panchayat Act, it shall be the duty of a Panchayat Union Council, within the limits of its funds, to make reasonable provision for carrying out the requirements of the Panchayat Union in respect of the opening and maintenance and expansion or improvement of elementary schools, including the payment of grants to private managements in respect of elementary schools. Chapter IV of the Act provides, among other things, for the constitution of a Panchayat Union (Education) Fund to which items of local revenue raised by the Union and specific grants made by Government are to be credited and which will be utilized by the Panchayat Union in the discharge of the functions relating to Elementary Education allotted to it under the Act. The first batch of Panchayat Unions will come into being on the 2nd of October 1960 and, by the 2nd of October 1961, the whole State will be covered by Panchayat Unions. It is necessary, therefore, to make a detailed specification of the functions and duties of Panchayat Unions and Panchayats in respect of Elementary Education and to issue instructions regarding the discharge of those functions and duties. Government have carefully considered this question and have taken certain policy decisions which are set out in this order.

2. Before setting out these decisions, it is necessary to take note of certain changes agreed to by Government in the financial scheme recommended by the Local Finance Sub-Committee of the All-Party Legislature Committee on Local Administration (for which statutory provision is made in the new Panchayats Act). Taking into account the rise in the cost of elementary education after the publication of the report of the Local Finance Sub-Committee as a result of successive increases of the remuneration of teachers, the last of which was the result of a comprehensive revision undertaken by the Pay Commission, Government, in G.O. No. 664, Rural Development, dated 16th August 1960, have agreed (i) to the payment of a supplementary Education grant to Panchayat Unions and (ii) to the financing of the expenditure on school meals and social education outside the second of the three slabs into which the expenditure incurred by the Panchayat Union was to be divided under the scheme of the Local Finance Sub-Committee. This is a very important modification of the original scheme of financing which has to be taken note of by every Panchayat Union in preparing its scheme of work relating to Elementary Education. In the same order, Government have also approved a Panchayat Development Schematic budget constituting not only an estimate of financial resources available for Block-level planning, but also an integrated pattern of financial assistance to be made available by the Government. This budget sets out in detail the resources creditable to the panchayat funds and to the Education

Fund of the Panchayat Union and, is, therefore, the basis on which planning in the field of elementary education has to be carried out by the Panchayat Unions. The carrying out of the policy decisions set out and the instructions issued to Panchayat Unions (and, in respect of certain matters also to Panchayats) in this order and in the Annexures thereto will have to be done within the framework of this budget.

3. *Time-table.*—The first point for decision is the time within which the change-over in respect of elementary education should be given effect to. This cannot obviously be before 2nd October 1961, the date on which the last batch of Panchayat Unions are formed. Government have considered this question and have come to the conclusion that it is not necessary that the Panchayat Unions should take over all the responsibilities cast upon them by the new Act from the date of their formation and that it can only be with effect from the financial year 1962–63 that the system envisaged by the Act can be fully put into operation. They are of the view that there should be a period of transition during which the Panchayat Unions will only take over and manage the erstwhile District Board and Panchayat Elementary schools. This period will be a portion of the financial year 1960–61 and the whole of 1961–62 for the first batch of Panchayat Union Blocks; practically the whole of the financial year 1961–62 for the second batch; and approximately one-half of this year for the third batch. During this transition period the Education Department will continue to retain responsibility for assessment of grants payable to aided elementary schools and for supervision of the working of and assessment of grants payable to all local Midday Meal Committees. The management of departmental schools will continue to vest in the departments concerned. In view, however, of the provisions of the new Panchayats Act that all expenditure on elementary education in the Panchayat Union area should be debited to the Panchayat Union (Education) Fund, the payment of teaching, maintenance and other grants to aided schools and of grants to all Midday Meal Committees should be made through the Panchayat Union Commissioner out of the Education Fund of the Union. Detailed instructions in this regard will be found in Annexure I.

4. *Pattern of organization.*—Government have examined the question of the pattern of the organization to be set up in regard to elementary education, once Panchayat Unions take over all functions relating to it. There is now and there will continue to be, in the block, only one officer serving both the concerned Government Department and the Panchayat Union in respect of every other subject—as for example, Agriculture and Public Works. But, as far as elementary education is concerned, Government are of the view that the work relating to it cannot be, conveniently managed by one officer. Given the position that more than one officer will have to be employed, it will be satisfactory from different points of view to have one officer working wholly under the Education Department—

the Deputy Inspector of Schools—and another working wholly under the Panchayat Union. The obvious basis of bifurcation of functions would be to separate the academic functions from the functions of financial and administrative management, and allot the former to the departmental officer and the latter to the officer of the Panchayat Union. The former will cover only the academic inspection and control over public examinations while the latter will cover all other aspects of elementary education administration. Government direct that the functions relating to elementary education be broadly divided in this manner between the Education Department and the Panchayat Union. The Deputy Inspector will be the field officer of the former, while an officer of the Panchayat Union designated as the Education Extension Officer should be the field officer in respect of the latter. This division of functions should become fully operative from the year 1962–63. Up to April 1962, however, the transitional arrangements referred to in paragraph 3 will be in force; and, consequently, the Education Extension Officer's responsibilities will not include assessment of grants to or control over aided schools and midday meal centres. The question of transfer of management and maintenance of departmental schools will be taken up in due course and settled before April 1962.

5. *Filling up of the post of Education Extension Officer.*—At present, there is sanction for two Social Education Organizers, one man and one woman, in every development block. The sanction for the latter has, however, been made use of only in some of the blocks. Government direct that, as far as the first batch of Panchayat Union Blocks is concerned, the sanction for the post of Social Education Officer (Men) be utilized for the appointment of the Education Extension Officer. This officer will do the work allotted to Education Extension Officers under this order and its annexures and will, in addition continue for the present to perform the duties now allotted to Social Education Officers. Whether this combination of functions will be feasible, or some other suitable adjustment of duties should be made within the general staffing pattern of Community Development will be considered separately by the Rural Development and Local Administration Department. The post of Education Extension Officer will be filled up from among Social Education Officers (Men) now working in the State after imparting to the selected persons, suitable training for their new post. The organization of such training has already been taken in hand and the training courses conducted by the Special Officer in the Education and Public Health Department have been completed.

6. *School Advisory Committees.*—In view of the division of responsibility laid down in paragraph 4 above, it is necessary to make arrangements for co-ordination at the block level of all activities relating to elementary education and for the departmental officer and the Panchayat Union Officer to work together. For this purpose, Government direct that an ad hoc School Advisory Committee be constituted in every block. This will consist of the

Panchayat Union Commissioner as Chairman and the Deputy Inspector of Schools exercising jurisdiction over the block and the Education Extension Officer of the Panchayat Union as Members. (If more than one Deputy Inspector of Schools exercises jurisdiction over any block now, re-arrangement should be effected whereby each block will come under not more than one Deputy Inspector.) This Committee will start functioning as soon as the Panchayat Union is formed and will continue to function until further orders, even after the period of transition referred to in paragraph 3 is over. This committee should meet not less often than once in two months. It should keep under review all programmes undertaken in the block for the development of elementary education with particular reference to (i) the working of the midday meal scheme, and (ii) the scheme of enforcement of enrolment and attendance. On the basis of such review, the Committee should furnish its advice to the Panchayat Union Council and make such reports to the District Educational Officer as may be called for. Further reference to the work of this committee is made in relevant places in the two annexures to this order.

7. The new Panchayat Act embodies a very important financial principle, namely, the responsibility of every Panchayat Union to levy new local taxation to cover a specific proportion of increased expenditure on elementary education. In order to give effect to the relevant provision of the Act, it will be necessary to prepare a five-year programme for each block, determine the number of new teachers (including both Panchayat Union schools and aided private schools) likely to be required and their cost, and therefrom the amount of funds required to be raised by levy of a "Local Cess Surcharge". The new system has to be brought into force along with the levy of planned "Local Cess Surcharge" and it can be brought into effect only during the year 1962–63. Therefore, Government grants payable to the elementary education fund of the Panchayat Union will be paid as a lumpsum on a net cost basis (which is the basis now adopted for District Boards). The net cost basis will apply to the first batch blocks for part of the current year and for all blocks during the year 1961–62. The permanent pattern of financial grants will come into force uniformly for all blocks only from 1962–63 onwards. In order to facilitate the enforcement of the new system from 1962–63, the net cost grant payable for 1961–62 will be subdivided (on a pro forma basis) into a "Land Revenue Assignment", "Local Education Grant" and the "Supplemental Education Grant". Separate orders will issue from Government in the Rural Development and Local Administration Department regarding the adoption of the deficit grant system as a transitional arrangement and the pro forma subdivision of this grant. It is necessary that the actual requirements of Government grants for 1960–61 should be studied block by block in order to identify those blocks where Government expenditure has already risen higher than its share under the slab system. The Local Finance Sub-Committee of

the Legislature Cimmittee on Local Administration has drawn attention to the need in such cases for making transitional adjustments. Such adjustments should be ordered in time for being given effect to from 1962–63 onwards. It will be necessary, by such adjustments, to secure that the Government share of elementary education expenditure in each block computed on the new basis from 1962–63 onwards does not fall short of the amount paid on a net cost basis for 1961–62.

8. The functions to be performed respectively by the authorities of the Panchayat Unions and of Government and the procedure to be followed by the former in the management and administration of elementary schools belonging to the Panchayat Union are set out in Annexure I to this order. The duties of the Education Extension Officers have also been set out therein. Government wish to lay special emphasis on the immediate objective of the proposed change, namely, the improvement of the efficiency of management of the elementary schools which will come over to the Panchayat Unions. This has been dealt with in the annexure and the Government wish to draw the attention of the authorities of the Panchayat Unions specially to this.

9. The drafting of a five-year programme of development of elementary education in the block within the framework of and subject to the restrictions contained in the schematic budget already approved by Government will be one of the responsibilities of the School Advisory Committee. It is necessary that these committees should get down to this very important task as soon as they are formed. In this process, the Committees will make assessments of the funds to be raised by local bodies and the Government share of elementary education expenditure. The drafts thus prepared should be submitted for the consideration and sanction of the Panchayat Union Council.

10. The most important among the various functions to be performed in the field of elementary education is the statutory enforcement of enrolment and attendance in standards I to V in respect of the age-group 6–11 in order to put through the programme of compulsory primary education for this age-group. Government have taken and announced a policy decision that compulsory primary education for children of the age-group 6–11 in the first five standards will be enforced in the State by the end of the Third Plan period. The successful implementation of this decision depends upon the Panchayat Unions and, in view of their special character, it will be necessary to arrange that every Panchayat functions within its limits, as the agent of the Panchayat Union for this purpose. The Elementary Education Act of 1920 contains provisions for the enforcement of compulsion and provides machinery for such enforcement. Experience has shown, however, that these provisions by themselves are inadequate and the machinery is unsuitable for the purpose. The

compulsion provided for in the statutory enactment has proved to be impracticable and ineffective and will continue to be so unless the necessary atmosphere is created in every village by the leaders of the people of the village. They should bring to bear moral pressure continuously upon every parent (including guardian) in the village and ensure that each one of them realises his responsibility in this matter. Government are convinced that it is necessary for this purpose to go down to each village and to place the primary responsibility for exercise of moral pursuasion and, thereby, for the successful enforcement of compulsion upon the Panchayat of the village acting on behalf of the Panchayat Union Council. For this purpose, it is proposed that every Panchayat should constitute a special committee which would discharge the responsibility of ensuring enrolment and regular attendance at school of all children of school-age. Government intend that the special committee, formed primarily for this purpose, can also conveniently be entrusted with other functions relating to the Social Education Programme of the National Extension Service Scheme. The committee may, therefore, be referred to as the Panchayat (Social Education) Committee.

11. The arrangements necessary for giving effect to the foregoing decision and instructions for the guidance of Panchayats, Panchayat (Social Education) Committees and Panchayat Union Councils in the matter will be found in Annexure II to this order. This should be studied carefully and followed strictly, principally by the Panchayats and Panchayat (Social Education) Committees, and generally by Panchayat Union Councils and their officers. As has been pointed out in this annexure, the entire system set out therein should be visualised as a process of organised social education to be carried out persistently throughout the Third Plan period. Some of the instructions in this annexure may necessitate the revision of the Statutory Rules framed under the Elementary Education Act. It is proposed to frame a self-contained set of rules necessary for giving effect to the new system and bring it into force immediately.

12. (i) The pattern of staff for administration of elementary education in Panchayat Unions will be subject to review in February and August 1961 by wheih time some experience would have been gained of the working of the Panchayat Unions and of the functioning of the officers of the Unions connected with elementary education.

(ii) The instructions now issued do not also cover certain other issues such as the pattern of library administration in rural areas. It will be necessary also to decide what amplifications of the instructions now issued and modifications of the arrangements now proposed are necessary to provide for the complete change-over from 1962–63.

(iii) Decisions on all these matters will be taken and comprehensive instructions issued after the second of the reviews referred to above and well before the beginning of the financial year 1962–63.

(Vide G.O. No. 2075, Education, dated 27th September 1960)

## ANNEXURE I.

*Panchayat Union Educational Administration and connected Matters.*

The Block Development Officer who will become the Panchayat Union Commissioner will be the executive authority of the Panchayat Union. In performing the duties relating to elementary education he will be assisted by the Education Extension Officer, an officer engaged wholly on this work. The Social Education Officer (Man) of every block will be redesignated as Education Extension Officer and will hereafter continue to perform the duties hitherto performed by him as Social Education Officer (Man) in addition to the duties now cast upon him in his capacity of Educational Extension Officer.

2. *Aided and Departmental Schools.*—Till the end of the financial year 1961–62, the control over aided elementary schools and departmental schools will continue to be vested in the authorities in whom it is now vested. With the exception of the duties specifically cast upon them in relation to these schools according to the instructions contained in this Government Order and the two annexures, the Panchayat Union administration will have no functions to perform in connexion with their working during this period. The authorities of the Education Department will continue to exercise control over the functioning of aided elementary schools and to manage the schools run by the Education Department. Other departmental schools will continue under the respective departments. The authorities of the Education Department will also be in charge of the assessment of grants due to all mid-day meal committees. They will also continue to conduct the academic inspection of all elementary schools under all managements. The position of the department vis-a-vis the Panchayat Union and its officers in respect of their functions in the field of elementary education will be the same as that of the department now vis-a-vis District Boards in respect of their functions relating to elementary education.

3. It is necessary that the expenditure on payment of teaching grants to aided elementary schools and grants to midday meal committees should be debited to the Panchayat Union Education fund. For this purpose, the following procedure will be followed for the payment of these grants. The Deputy Inspector will conduct the usual check of the functioning of aided elementary schools and send the teaching grant bill to the District Educational Officer as he does now. The District Educational Officer after scrutinising it and satisfying himself about the eligibility of the school for grant, will, instead of sanctioning the payment as he does now, send the bill to the Panchayat Union Commissioner for payment. A similar procedure will be followed in respect of the mid-day meal grant. The Deputy Inspector will satisfy himself about the working of the mid-day meal scheme organized by each committee and send the bill of

grant to the District Educational Officer who will forward it to the Panchayat Union Commissioner for payment. The payment of maintenance grant to aided schools will also be regulated in the same manner. That is to say, the Deputy Inspector will calculate it in the usual manner and forward the bill to the District Educational Officer, who will send it to the Panchayat Union Commissioner for payment. The Commissioner will issue the order to pay to the payee—institution or committee in all these cases.

4. The Panchayat Unions will be in charge of the running of adult schools manned by teachers working in the Panchayat Union schools and will pay the grants due to them under the rules. As regards other schools, the Education Department will continue to exercise control over them. The payment of grants to these schools will be made in the same manner as teaching grants to aided elementary schools.

5. *Administrative responsibilities in the Panchayat Union.*—(i) The Panchayat Union Council is the governing body of the Panchayat Union. It will pass the budget relating to the elementary education and provide expenditure sanctions.

(ii) The Panchayat Union (Education) Committee should assist the Council by prior scrutiny of budget provision and expenditure sanction proposals. The Committee should also review progress of programmes relating to elementary education.

(iii) The Panchayat Union Commissioner will be responsible for the day-to-day management of the Panchayat Union Elementary Schools, the payment of salaries to the teachers employed therein and the maintenance of disciplinary control over them. He will also be responsible for the prompt payment of the bills relating to the teaching and maintenance grants to non-Panchayat Union Elementary Schools and mid-day meal grants to all local mid-day meal committees. The postings and transfers of teachers working in the Panchayat Union Elementary schools will be the responsibility of the Panchayat Union Commissioner.

(iv) The Education Extension Officer should be the principal executive assistant of the Panchayat Union Commissioner in the performance of the foregoing functions. (For further reference to his duties please see paragraph 10 below.)

6. *Payment of salaries.*—The following procedure should be adopted for the payment of salaries to teachers working in Panchayat Union Elementary Schools in order to ensure that every teacher gets his salary within the first three working days of the month. All Panchayat Union elementary schools in a close knit contiguous area will be formed into a group and the headmaster of the biggest school in that group will be designated as Pay-master of that group. A cheque for an amount covering the salaries of all the teachers of the Panchayat Union elementary schools in the group will be sent to him every month. He will be responsible for encashing the cheque and (*a*) disbursing the amount due to each school to its headmaster, and (*b*) disbursing the salaries of the teachers of his own school. Detailed instructions regarding the system have been issued separately.

7. *School meals.*--The present system of constitution of local committees consisting of all donors and smaller executive committees for the running of the mid-day meal scheme will be continued. Where a local body like a Panchayat or a Panchayat Union desires to contribute from its general fund towards the 4 naye Paise local share it will be free to do so. At the same time, arrangements should be made for its effective representation on the executive committee of donors in due proportion to its contribution. The 6 naye Paise grant hitherto paid by Government will be paid to the local committees by the Panchayat Union Commissioner from the Panchayat Union (Education) Fund after receipt of the bills passed by the Deputy Inspector and the District Educational Officer. Such payments will be compensated by a specific School Meals grant for which provision is made in the Panchayat Development Schematic Budget.

8. *Disciplinary control.*—At present the District Board President is the punishing authority in respect of District Board teachers, there being only one appeal—to the Divisional Inspector of Schools. Hereafter, the punishing authority in respect of teachers in Panchayat Union elementary schools will be the Panchayat Union Commissioner. As at present, there will be only one appeal—to the Divisional Inspector of schools.

9. *Sanction of teaching posts and appointment of teachers.*—(i) The sanction of new teaching posts in Panchayat Union elementary schools will be governed by the following procedure. The Headmaster of the School should apply to the Panchayat Union Commissioner for sanction of a new teaching post or posts setting out the facts justifying the request. The Panchayat Union Commissioner will, thereafter, direct the Education Extension Officer to inspect the school and report on the need for the additional post. If the Education Extension Officer is satisfied, on the basis of the average attendance at the school, that a new post (or more than one) is necessary and recommends their sanction, the Commissioner will place the matter before the Education Committee of the Panchayat Union Council with his own recommendation and, on approval by the Committee, the post or posts will be sanctioned. At present, it is necessary for the Deputy Inspector of Schools of the Education Department to inspect and certify to the need for the new posts. This will not be necessary hereafter.

(ii) for filling up of vacancies in Panchayat Union Schools, selections will be made by the Appointments Committee of the Panchayat Union Council and the Panchayat Union Commissioner will issue the order of appointment.

10. *Specification of the duties of Education Extension Officers.*—(i) It is necessary to bear in mind the objects that are sought to be secured by the proposed changes including the appointment of an Education Extension Officer in every block. The immediate objective is the improvement of the efficiency of Ex-District Board schools. In respect of these schools, there has, so far, not been any regular inspection by anyone in administrative control both to see to the needs of the school and to ensure its satisfactory functioning. Infrequent visits from the Deputy Inspector of Schools of the Education Department constitute all that is being done now for this purpose. These cannot be an adequate substitute for regular inspection and

control by the person in charge of the management or his representative. It is now proposed to provide in the person of the Education Extension Officer, an officer who will be able to visit every Panchayat Union School regularly look to the fulfilment of its needs and see to it that the teachers attend school regularly and impart instruction satisfactorily.

(ii) The Education Extension Officer will also be charged with the duty of verification of the stock of stationery, furniture, stores, etc., of every Panchayat Union school according to a regular programme so as to ensure the proper and gainful utilization of whatever equipment is placed at the disposal of the school. This will be one of his important duties and specific instructions as to the periodicity and nature of the check will be issued.

(iii) The Officers of the Education Department will continue to do the work that they have now been doing for the organization and extension of mid-day meal schemes. Hereafter, the Education Extension Officers will share this responsibility with them. They should, therefore, assist the officers of the Education Department in the organization of mid-day meal centres.

(iv) Enrolment and attendance in standards I to V are to be enforced on all parents of children of school-age during the Third Plan period. The necessary arrangements are detailed in Annexure II. It should be the duty of the Education Extension Officer during his visits to schools to advise the Panchayat (Social Education) Committees on the working of the system and to keep the Panchayat Union Commissioner informed of progress.

(v) Specific and detailed instructions will be issued regarding the work to be done by Education Extension Officers, the number of days to be spent on tour, the matter to be attended to, the reports and returns to be furnished by them, etc.

## ANNEXURE II.

*Statutory enforcement of enrolment and attendance.*

1. At present, the statutory enforcement of compulsory enrolment and attendance in standards I to V of elementary schools is left to be done (in the areas where the scheme is brought into force) by Attendance Committees and the District Educational Officer. Attendance Committees are formed for a local area consisting of a group of contiguous schools. Each committee in the rural areas consists of the headmasters of all the schools in the area, the village headman or headmen of the area and two members nominated to the committee by the Divisional Inspectors of Schools on the recommendation of the Deputy Inspector. Where there is an attendance officer, he is the president of the committee. In other cases, the Deputy Inspector is the president. No attendance officers have been appointed in any area in this State. In municipal areas the elementary school supervisor of the municipality is a member of the committee and is its secretary. The headmasters of schools have to submit regularly to this committee defaulters' lists containing the names of the parents of children of school-age who have either not been enrolled or, having been enrolled, have been absent for more than 15 days in a quarter. The committee scrutinizes the list and decides whether

to recommend punishment or exemption. In the former case, the committee's recommendation goes to the District Educational Officer who awards the penalty provided under the Act. In the latter, its recommendation goes to the Director of Public Instruction who alone is competent to grant exemption. These are the provisions of existing rules. In actual practice, this system is hardly working at all. There is no proper and continuous discharge of the functions vested in the various authorities under the rules in areas where compulsion has already been enforced. Nor can any such system be expected to work unless the leaders of the local people accept the necessity for it and actually participate in working it.

2. The entire State will be covered by Panchayat Unions by October 1961. The academic year 1962–63 will, therefore, be the first year after the formation of Panchayat Unions all over the State. From this year, the Panchayat Unions will be completely in charge of elementary education in the rural areas of the State and will therefore be responsible for the enforcement of compulsion. The Council of every Panchayat Union should realize what is involved in this new responsibility and why it should be taken seriously. Though schools have been provided in every village, the facilities are not yet fully made use of. A certain proportion of boys and a larger proportion of girls are still not getting enrolled. Even among those who are enrolled, many drop out before they complete the fifth standard. They fail to get any benefit. A considerable proportion of the very large sums of public money spent on elementary education is thus getting wasted. Those who fail to get the benefit are among the weakest sections of society, the very poor and the Harijans. In future, every child born on or after 31st July 1956 should be enabled to get an equal educational start; and helped to acquire the three R's—reading, writing and arithmetic—before it attains the age of 12 at the latest. For this purpose, it is possible under the Elementary Education Act, to compel the parent or guardian of any child not only to get the child enrolled in the first standard but also to keep the child enrolled and attending school regularly until all the five standards are completed. Such compulsion will prove to be impracticable and ineffective, unless the necessary atmosphere is created in every village. The system of school meals has been devised in order partly to create this atmosphere. But this is not enough. The leaders of the village people should keep up moral pressure continuously and ensure that every parent (including guardian) realises his responsibility. It will be the duty of the Council of every Panchayat Union to see that this result is secured. Such realization on the part of the Council is very necessary but not sufficient. It will be necessary to go down to each village; and the Panchayat of the village must be induced to take up the responsibility within the village, on behalf of the Panchayat Union Council.

3. Consistently with the foregoing approach, the responsibility for ensuring enrolment and regular attendance at school of all children of school age will be vested in the Panchayat and discharged by a Panchayat (Social Education) Committee set up by the Panchayat. The total strength and composition of every Panchayat (Social Education) Committee should be left to be determined by the Panchayat; but the following features should be common to all:—

(i) The Chairman of the Committee must invariably be the President of the Panchayat.

(ii) At least one of the Harijan members of the Panchayat should be a member of the Committee.

(iiii) The Committee should include at least one woman member. She should, preferably, be a member of the Panchayat itself; being co-opted thereto under section 15 (4) of the new Panchayat Act (if not elected).

(iv) The teacher (or head teacher) as the case may be in charge of every elementary school in the area allotted to each Panchayat (Social Education) Committee should be included as a member of that committee. The village headman, having jurisdiction in the area should also be included as member. The teachers and headmen should participate fully in the proceedings; but they should not take part in voting.

(v) One of the teacher-members of the Committee should be appointed as the Member-Secretary of the Committee.

4. The teacher (or head teacher) in charge of every elementary school in the area should prepare a list of children, of school age who have not been enrolled as well as of children, who, having been enrolled, have been absent from school for 15 days in a quarter; together with the names of the defaulting parents and guardians. The Committee will go through the list, issue notices to the defaulting parents through its President, secure and assess their explanation. It will also examine individual pleas, if any, for exemption from enrolment and will recommend to the Panchayat whether the exemption may be granted or not. The decision regarding the grant of exemption should be taken by the Panchayat. Where the Committee finds that persuasion has failed, it may decide to levy a penalty. As the rules stand now, penalty can be levied both on enrolment defaulters (parents or guardians who fail to get their children enrolled) and attendance defaulters (parents or guardians who fail to see that their children are not absent for more than 15 days in a quarter). Any modification of the rules permitting Panchayat (Social Education) Committees to impose penalties will retain these provisions. It is however, necessary that stricter control should be exercised in respect of default in attendance and to see that children who are admitted into schools do not stop away. The time for imposing the penal provisions in respect of the enrolment defaulters should come only after a period of moral persuasion. Default in enrolment is due to several causes, not all of which can be removed straight way and in respect of each one of which special steps may be necessary. In this view, while it is necessary to see that every child of school-age is enrolled and the Panchayat (Social Education) Committee should take every possible step to see that this is done, it is not necessary that penalties should be levied straight way upon enrolment defaulters. Attendance default is, however, a different matter and there can be ordinarily no satisfactory excuse for a parent or guardian who enrols his child in school to take it away before it completes the school-age. The waste of public funds entailed by attendance defaults is far more serious than that entailed by enrolment defaults. It has, therefore, been decided that the rules should be enforced from the very beginning only to the extent of allowing the imposition of the penalty in the case of attendance defaulters and that the enforcement of the rule regarding the imposition of

penalty in the case of enrolment defaulters should be deferred till such date as Government may later appoint. That is to say, only those parents and guardians whose children, having been enrolled, fail to attend school for 15 days in a quarter without satisfactory reason will be liable to penal action. The penalty should be collected by the village headman and credited to Panchayat Union funds.

NOTE.—In Town Panchayat areas the Executive Officer of the Town Panchayat should discharge the functions allotted to the village headman in terms of this and the preceding paragraph.

5. In order to perform the foregoing functions satisfactorily, the Committee will have to meet six times every year. There should be a meeting in May to scrutinize the list of children of school-age to be enrolled and to take steps to inform the parents of the duty cast upon them to enrol their children in school. There should be a meeting towards the middle of June to study the results of enrolment and to issue notices to the parents of enrolment defaulters. There should be a meeting again in July to deal with the explanations of enrolment defaulters and to scrutinize requests for exemptions. The Committee's decision on the latter should be finalized at this meeting. There should be another meeting 15 days before Vijaya Dasami for a final review of cases of default in enrolment. This should be followed by a strenuous attempt to get into school all children of school-age outside school before Vijaya Dasami which has been fixed as the last date for admission to Standard I. Thereafter, the Committee should meet twice—once before the 31st December and once before the 31st of March in order to review and deal with cases of default in attendance.

6. It will be one of the normal duties of the Education Extension Officer to keep in touch with the work of the Panchayat (Social Education) Committees in his block; assist them with advice and guidance in the regular and satisfactory performance of their duties; and keep the Panchayat Union Commissioner informed. The Deputy Inspector of Schools, will also have to perform the same functions. The 'Ad hoc' School Advisory Committee of the Panchayat Union will review the work of the Panchayat (Social Education) Committees, paying special attention to cases, if any, of insufficient effort on the part of any particular committee. It will be the duty of the School Advisory Committee to prepare a formal review of the working of Panchayat (Social Education) Committees at prescribed half-yearly intervals. The Panchayat Union Commissiiner will place such reviews for scrutiny in the first instance by the Panchayat Union (Education) Committee and subsequently by the Council of the Panchayat Union. The reviews should also be communicated to the District Educational Officers, who should carry out a similar review for all blocks in the district; and place it before the District Development Council concerned.

7. The successful working of the system will not turn on the number or amount of penalties levied in individual cases, though such levy has to be one of the necessary arrangements. The essential feature of the system is the opportunity it will provide *first* for village leaders to get interested in the matter and bring practically continuous moral pressure to bear on defaulting parents and *secondly* for the village leaders of backward villages to be compelled to take note of

the achievements of non-backward villages in the same blocks and thus be induced to do better and *thirdly* for the leaders of backward blocks to be compelled to take note of the achievements of non-backward blocks in the same Development district and thus be induced to do better. The entire system should be visualized as a process of organized social education to be carried out persistently throughout the Third Five-Year Plan period.

## SOCIAL EDUCATION.

### Revised Job Chart of Social Education Organizer—Instructions.

With regard to the Job Chart of Social Education Organizer, a new set of instructions in two parts is appended to this order. Part I elucidates in general the various items of work to be done by the Social Education Organizers and Part II indicates the instructions issued from time to time regarding the expenditure that can be incurred from the block funds on the various items of work under the Social Education Programme. The Government direct that these instructions should be carefully studied and carried out by the Block Development Officers, Social Education Organizers and other officials concerned. The work of promoting various Community Organizations in the villages and the training of the village leaders have been given greater emphasis in the work of the Social Education Organizer. It is hoped that through these organizations and with the help of the village leaders, the Social Education Organizer will promote the programme of Social Education in the development block.

(Vide G.O. No. 483, R.D., dated 21st June 1960.)

### APPENDIX.

### Part I.

*The revised Job Chart of Social Education Organizer.*

The objectives of the Community Development have been recently redefined as follows:—

"To promote the all-sided development of the village community, including their economic, political, social, cultural and moral development in particular:—

(a) to develop a spirit of Community life among the people by promoting co-operation and mutual sharing, leading ultimately to voluntary community ownership of the basic means of production such as land, and fulfilment by the village community of responsibility for the welfare, employment and livelihood of all its members;

(b) to make the village self-sufficient in the primary needs of life, such as food, clothing and shelter and to promote the development of each village along with the development of local area of which its forms part; and

(c) to develop self-reliance in the individual and initiative in the community so that the people are able to manage and run the affairs themselves and make the village self-governing units of the larger Indian democracy."

2. Social Education has an extremely vital role to play in Community Development as it equips people with the basic skills of reading and writing and with the fundamental knowledge for citizenship, integrates education with reconstruction by promoting individual, group and Community action for common development and assists in the promotion of social harmony and solidarity and the eradication of social evils.

3. The Community Development work is the responsibility of the entire block team as a whole. The Social Education Organizer as a member of the team has two-fold functions, viz.—

(*a*) as a member of the development team, and

(*b*) as an extension worker working in the particular sphere of Social Education. This includes the following:—

(i) To stimulate the process of Community Organization—

(*a*) *By formation of groups such as Women's Groups, Youth Organization, Occupation and Interest Groups, Farmers' Clubs and other groups so that the villagers can participate more effectively in the Community Development Programme.*—The process of Community Organization recognizes measures which would improve an individual as well as a group. The ultimate success is in the total improvement and advancement of an individual, as a unit of society, and the speed of success is to be accelerated by group action. In this context, village youth organization has a definite place in the total community development, and should accordingly provide opportunity for the youth to develop individually and in group. Activities would, therefore, have to be devised which will offer opportunity for individual as well as group projects. For Community Development at the village level, Panchayat is visualized as the most important institution. The development plans of the village would, however, require full support of organized groups of people at the village-level. Youth and Women Organizations are thus to prove the most important supports to the Panchayats on the social side as co-operative would be on the economic side.

*Youth Organizations.*—The proper organizations of the youth in villages is a very important item of work, if sound foundations are to be laid for the future development of the country. The Social Education Organizers should, therefore, play an important part in the organization of such youth. Study circles should be organized for the youths where they can be educated about the responsibilities in regard to the future of the country. It may be possible for the Social Education Organizers to gather the youths in the evenings at the Community Recreation Centres and other public buildings in the village and provide them with opportunities to develop character, discipline, clarity of thought and expression, the necessary outlook and a creative approach to work by arranging for discussion, debates, recreation, etc. Wherever possible seminars of youths may be arranged in a block with a view to bring together the youths from various villages and enlarge their contacts. The youths can be persuaded to help greatly in providing Shramdan whenever works of public utility are undertaken in their villages under the Community Development Programme and in that manner increase local contribution for such works. The Social Education Organizers should organize Young Farmers' Club in each village of the Block.

*Farmers' Organization.*—The problem of agriculture in villages is a formidable one. How to improve the agricultural methods followed and how to increase the agricultural production are themes which should always engage the attention of the Social Education Organizers. They should think over them and explain to the villagers all the recommendations that may be made from time to time by experts in the line. In this context, the elimination of all aspects of exploitation of the peasantry is an important point and the Social Education Organizers should give sufficient attention to it. The reforms in regard to land tenure that may be introduced from time to time by the Government should be studied in detail and explained to the village community so that they may understand the policies of Government aright and that any understanding opposition to them may be removed. The Social Education Organizers should explain to the villagers the advantages of co-operation in farming, marketing their products, etc. The villagers should be made aware of the facilities that are afforded to them in the blocks and enable them to procure the assistance of other Extension Officers working in the blocks where there is a need for it. The Social Education Organizers may organize Farmers' Forum in each village of the block and promote proper functioning of Forums.

*Women's Organization.*—The Social Education Organizers should organize Madhar Sangam for women in each village of the Block. They should persuade the women to devote some time every day to participate in the activities of the sangam. Discussions may be held at the sangams on matters of interest to women. The Social Education Organizers should inculcate in them the ideas of general knowledge relating to betterment of village life and induce them to adopt better methods of life, hygiene, etc. The women may be given training in Elementary Physical Exercise, First Aid, Home Nursing, Child Care, etc. They may be also given training in tailoring, embroidery, toy-making, preparation of jams and other recipes, spinning, weaving, handpounding, etc., so that they may utilize their free time to gain some subsidiary income. They may be made to understand the advantages to the rural economy of the swedeshi habit. The mania for going in for foreign articles, etc., should be eliminated by constant talks to them about the need for the providing fuller employment to the rural population by means of encouraging the consumption of cottage and village industries products.

(b) *By organizing Community Centres.*—The Social Education Organizers should promote the organization and proper functioning of Community Recreation Centres. The villagers may be persuaded to gather every evening at the centres. The villagers should be provided with opportunities to educate themselves through the media of radio, library, bajans, kathakalakshepams, dramas, film shows and other cultural activities.

(c) *By utilizing the existing leadership and stimulating and developing it through training of village people.*—The Social Education Organizers should organize the subject-matter seminars for village leaders with the help of Block Development Officers and Gramasevaks. They should create enthusiasm in the village leaders to co-operate to a large extent in the welfare of the village and in implementing the Community Development programme. The Social Education Organizers should do some follow-up work after the seminar of the village leaders. They should see whether the village leaders are able to follow the improved methods in Agriculture, Animal Husbandry, etc. They

should try to provide the assistance of other Extension Officers in the Block in removing the difficulties of village leaders in implementing new extension methods. The Social Education Organizers should also organize the visits of village leaders to places of educative value.

(ii) To organize—

(*a*) *Literacy campaigns, literacy classes and post-literacy works.*—The Social Education Organizers should organize Adult Literacy Schools and Social Education Centres in the blocks. They should supervise these centres and see whether the centres are functioning properly. They should report any difficulties in proper running of these centres to the Block Development Officers for taking necessary action. The Social Education Organizers should provide effective methods in order that the neo-literates do not relapse into illiteracy. The neo-literates may be persuaded to cultivate persistent reading habits. The Social Education Organizers may profitably use the services of the educated youth in their villages in implementing adult literacy programmes.

The Social Education Organizers should persuade the parents to make better use of the existing schools and in making the schools more useful in the Community Development activities. They should explain to the villagers the principle of basic education and the programme of the Government in implementing the schemes under education. They should obtain the co-operation of the people in providing mid-day meals to the children at the schools.

(*b*) *Social Education classes for Health Education and Education in Citizenship.*—The Social Education Organizers should organize periodical lectures at Madhar Sangams, Community Recreation Centres, Adult Literacy schools, Social Education Centres, Farmers' Clubs, etc., regarding the importance of keeping the village clean. They should suggest the various methods suitable to local conditions in keeping the village clean. Instructions regarding the proper disposal of refuses, construction of sanitary latrines, urinals, drinking water wells, smokeless chulas, etc., should be given to the villagers. The villagers may be given instructions regarding the prevention of diseases. The importance of nutritious food and milk in the daily life of the people may be explained to the villagers. The people may be given instructions in Elementary Physical Exercises, First-Aid, Home Nursing, Child Care, Prevention of Accidents, etc.

The villagers should be taught to co-operate with one another in times of emergency like fire, flood or other calamities so that they may prevent undue loss which may otherwise be caused. The people in the village should be properly instructed to celebrate the National days such as Independence Day, Republic Day, birth days of leaders, etc., with dignity and decorum. They should be helped to study the lives of great leaders and understand their ideas. They may be instructed regarding the importance of National Flag and proper methods of using it.

(*c*) *Follow-up activities.*—The Social Education Organizers should supervise the functioning of Madhar Sangams, Farmers' Forums, Adult Literacy Schools, Social Education Centres, Young Farmers' Clubs and other organizations opened in the blocks. They should take effective steps so that the organizations do not wither away after realizing the aid that is given from the block funds. The Social Education Organizers should have constant touch with the neo-literates

and take efforts that they do not relapse into illiteracy. They should also have constant touch with the village leaders and understand their problems in implementing the extension methods and try to help them with assistance of other Extension Officers working in the blocks. The village leaders should be encouraged to propagate the knowledge they have acquired in extension methods to other people in the village.

(*d*) *Rural Libraries and Reading Rooms.*—The villagers should be encouraged to open libraries in their areas and they may be provided with facility in distribution of books in the libraries. The villagers may be encouraged to cultivate regular reading habits.

(*e*) *Radio listening groups.*—The Social Education Organizers should supervise the proper tuning of radio sets installed at various centres in the village. They may hold discussions on the topics broadcast in the radios. They may help in organizing Radio Rural Forums.

(iii) *To assist in communication of ideas to the people through the various audio-visual aids for effective propagation of the programme of Community Development among villagers.*—The Social Education Organizers should arrange for the study of the salient features of the Second Five-Year Plan and the Community Development Programmes by all the Gramasevaks so that they may be posted fully with the relevant information and be equipped for imparting knowledge in those matters to the villagers.

They will arrange for the propagation of the salient features of the Plan and the development programmes among the people by organizing study circles, group meetings and wherever necessary and feasible, publication of small pamphlets in local language containing all the relevant information.

It shall be the main endeavour of the Social Education Organizers to explain to the people in detail the various ways in which they can co-operate in the implementation of the Plan and the Development Programmes.

The Social Education Organizers should also equip themselves and the Gramasevaks with fair knowledge of the current news and the various policies of the Government in regard to matters affecting village life. Such knowledge should be passed on to the villagers so that they may also be able to appreciate what is being done by the Government and to think over the problems that arise in that connection.

The Social Education Organizers should utilize posters, radios, cinema units and other audio-visual aids to achieve the purpose mentioned above.

(iv) *To organize and encourage recreation and cultural activities such as*—

(*a*) *Folk dances, dramas, katha, kirtans, bajans, etc.*—The Social Education Organizers should promote the conduct of folk dances, dramas, katha, kirtans, bajans, etc., in the rural areas. They should afford facilities for the villagers to conduct these cultural activities at the Community Recreation Centres, Youth Clubs, Madhar Sangams, Adult Literacy Centres, etc.

(*b*) *Exhibitions and melas.*—The Social Education Organizers should organize exhibitions of educative value in the villages. They should organize Crop Competition, Cattle Fairs, etc., in the villages. They should arrange for the celebration of various important days like Independence Day, Republic Day. They may also arrange for the celebrations like Children's Day, Shramadan, Small Savings, Social Education Day, etc.

(*c*) *Physical activities like games, sports and akharas.*—Games and other recreational activities may be held at Madhar Sangams, Community Recreation Centres and Youth Clubs. The Social Education Organizers may organize periodical competition in sports and games at various centres for children, women and men. The Social Education Organizers should organize children's play centres and promote the proper functioning of children's parks.

(v) *To perform administrative duties so far as they relate to the Social Education Programme.*—The Social Education Organizers should prepare the budget for Social Education Programme to be implemented in the blocks. They should periodically submit the returns prescribed for Social Education through Block Development Officers.

(vi) *Miscellaneous.*—(*a*) The Social Education Organizers should as far as possible assist in the collection of small savings. For this purpose they should inculcate in the minds of the people the thrift habit and educate them as to how regular small savings can be effected by them. Particular interest may be taken with the rural women in the matter. It will be the useful thing if the women could particularly be advised to save grains regularly by collecting small quantities every day in a pot.

(*b*) The welfare of Harijans and tribal people and the welfare of women and children should be always thought of and suitable proposals with reference to local requirments for achieving these should be evolved by the Social Education Organizers.

(*c*) Prohibition is in full force in this State. In order to ensure the successful working of the policy, it is necessary to carry on public propaganda and education for explaining to the people the evils of drinking. The benefits that accrue in the economic, moral and physical sides of village life as a result of the Prohibition policy should be constantly stressed. Recreational Centres providing alternative and healthy drinks may also be started wherever possible.

(*d*) The Social Education Organizers can considerably help the villagers to understand the acuteness of the unemployment and under-employment in the country and its relief through development of khadi and village industries.

## PART II.

*The expenditure that can be incurred from the Block Funds under the head " Social Education " for various works included under the comprehensive programme of Social Education.*

1. *Organization of Young Farmers' Clubs, Madhar Sangams and Farmers' Forum.*—(*a*) *Young Farmers' Club.*—The Young Farmers' Club is the only organization through which all the youth activities in

the rural areas should be carried out. Young Farmers' Club should be organized in each village of the Block. A non-recurring grant of Rs. 100 may be sanctioned with the prior approval of the Collector to each club for the purchase of equipment, subject to the condition that the members of the club contribute at least a sum of Rs. 100 and the club has been functioning satisfactorily for a year.

(b) *Madhar Sangam.*—Madhar Sangam should be organized in each village of the Block. A non-recurring grant of Rs. 300 or 50 per cent of the cost, whichever is less, may be sanctioned to each Madhar Sangam for the purchase of equipment to train village Madhars in tailoring, embroidery, spinning, weaving, toy-making, hand-pounding, using wooden chakkis, etc. A recurring grant not exceeding Rs. 60 per year may be given for meeting the incidental expenditure of Madhar Sangam and also the Balar Sangam that may be attached to the Madhar Sangam after satisfying that the members of the Madhar Sangam have contributed at least equal amount for the purpose. A recurring grant of Rs. 60 per year payable in four equal instalments may be given to the Convenor of the Sangam, who should be an educated woman in the village, preferably a woman school teacher. The payment of above grants is subject to the condition that the Sangam has been functioning satisfactorily at least for a period of one year and prior approval of the Collector is obtained.

A total amount of Rs. 10,000 per block should be earmarked from out of the provision made under the head "Social Education" of the block budget for giving grants to Young Farmers' Clubs and Madhar Sangams organized in the blocks. The amount of Rs. 10,000 will not be sufficient to give aid to all the Young Farmers' Clubs and Madhar Sangams organized in a block. As far as possible the above organizations should be self-supporting and people should be encouraged to contribute to the maximum extent possible and the aid from the block funds should be restricted to the barest minimum possible. However, the ceiling of Rs. 10,000 should not on any account be exceeded.

(c) *Farmers' Forum.*—Farmers' Forum for adults may be organized in each village to spread agricultural and allied information in the villages, gathered through the village leaders' camps, etc. (Payment of grant to the Farmers' Forum is not contemplated under the Programme.).

(d) *Community Recreation Centres.*—There are well-recognized meeting places such as chavadies in the villages where people congregate in large numbers for common purpose. These common places should be developed as Community Recreation Centres and construction of new buildings should be resorted to only when there are no such common meeting places. A maximum grant of Rs. 2,000 or 50 per cent of the cost, whichever is less, may be given for the construction of building to the Community Recreation Centre. The possibility of pooling building grants to the Community Recreation Centre and school should be invariably explored so as to provide spacious building for the Community Recreation Centre. The minimum basic requirements such as a room for radio and library, a spacious hall and land for playground and for holding meetings and open air shows should be provided at the Community Recreation Centre. No separate grant should be given for the construction of a reading room, a library or a radio house.

(*b*) *Exhibitions and melas.*—The Social Education Organizers should organize exhibitions of educative value in the villages. They should organize Crop Competition, Cattle Fairs, etc., in the villages. They should arrange for the celebration of various important days like Independence Day, Republic Day. They may also arrange for the celebrations like Children's Day, Shramadan, Small Savings, Social Education Day, etc.

(*c*) *Physical activities like games, sports and akharas.*—Games and other recreational activities may be held at Madhar Sangams, Community Recreation Centres and Youth Clubs. The Social Education Organizers may organize periodical competition in sports and games at various centres for children, women and men. The Social Education Organizers should organize children's play centres and promote the proper functioning of children's parks.

(v) *To perform administrative duties so far as they relate to the Social Education Programme.*—The Social Education Organizers should prepare the budget for Social Education Programme to be implemented in the blocks. They should periodically submit the returns prescribed for Social Education through Block Development Officers.

(vi) *Miscellaneous.*—(*a*) The Social Education Organizers should as far as possible assist in the collection of small savings. For this purpose they should inculcate in the minds of the people the thrift habit and educate them as to how regular small savings can be effected by them. Particular interest may be taken with the rural women in the matter. It will be the useful thing if the women could particularly be advised to save grains regularly by collecting small quantities every day in a pot.

(*b*) The welfare of Harijans and tribal people and the welfare of women and children should be always thought of and suitable proposals with reference to local requirments for achieving these should be evolved by the Social Education Organizers.

(*c*) Prohibition is in full force in this State. In order to ensure the successful working of the policy, it is necessary to carry on public propaganda and education for explaining to the people the evils of drinking. The benefits that accrue in the economic, moral and physical sides of village life as a result of the Prohibition policy should be constantly stressed. Recreational Centres providing alternative and healthy drinks may also be started wherever possible.

(*d*) The Social Education Organizers can considerably help the villagers to understand the acuteness of the unemployment and under-employment in the country and its relief through development of khadi and village industries.

## PART II.

*The expenditure that can be incurred from the Block Funds under the head "Social Education" for various works included under the comprehensive programme of Social Education.*

1. *Organization of Young Farmers' Clubs, Madhar Sangams and Farmers' Forum.*—(*a*) *Young Farmers' Club.*—The Young Farmers' Club is the only organization through which all the youth activities in

the rural areas should be carried out. Young Farmers' Club should be organized in each village of the Block. A non-recurring grant of Rs. 100 may be sanctioned with the prior approval of the Collector to each club for the purchase of equipment, subject to the condition that the members of the club contribute at least a sum of Rs. 100 and the club has been functioning satisfactorily for a year.

(b) *Madhar Sangam.*—Madhar Sangam should be organized in each village of the Block. A non-recurring grant of Rs. 300 or 50 per cent of the cost, whichever is less, may be sanctioned to each Madhar Sangam for the purchase of equipment to train village Madhars in tailoring, embroidery, spinning, weaving, toy-making, hand-pounding, using wooden chakkis, etc. A recurring grant not exceeding Rs. 60 per year may be given for meeting the incidental expenditure of Madhar Sangam and also the Balar Sangam that may be attached to the Madhar Sangam after satisfying that the members of the Madhar Sangam have contributed at least equal amount for the purpose. A recurring grant of Rs. 60 per year payable in four equal instalments may be given to the Convenor of the Sangam, who should be an educated woman in the village, preferably a woman school teacher. The payment of above grants is subject to the condition that the Sangam has been functioning satisfactorily at least for a period of one year and prior approval of the Collector is obtained.

A total amount of Rs. 10,000 per block should be earmarked from out of the provision made under the head " Social Education " of the block budget for giving grants to Young Farmers' Clubs and Madhar Sangams organized in the blocks. The amount of Rs. 10,000 will not be sufficient to give aid to all the Young Farmers' Clubs and Madhar Sangams organized in a block. As far as possible the above organizations should be self-supporting and people should be encouraged to contribute to the maximum extent possible and the aid from the block funds should be restricted to the barest minimum possible. However, the ceiling of Rs. 10,000 should not on any account be exceeded.

(c) *Farmers' Forum.*—Farmers' Forum for adults may be organized in each village to spread agricultural and allied information in the villages, gathered through the village leaders' camps, etc. (Payment of grant to the Farmers' Forum is not contemplated under the Programme.).

(d) *Community Recreation Centres.*—There are well-recognized meeting places such as chavadies in the villages where people congregate in large numbers for common purpose. These common places should be developed as Community Recreation Centres and construction of new buildings should be resorted to only when there are no such common meeting places. A maximum grant of Rs. 2,000 or 50 per cent of the cost, whichever is less, may be given for the construction of building to the Community Recreation Centre. The possibility of pooling building grants to the Community Recreation Centre and school should be invariably explored so as to provide spacious building for the Community Recreation Centre. The minimum basic requirements such as a room for radio and library, a spacious hall and land for playground and for holding meetings and open air shows should be provided at the Community Recreation Centre. No separate grant should be given for the construction of a reading room, a library or a radio house.

A maximum grant of Rs. 500 or 50 per cent of the cost whichever is less, may be given to a Community Recreation Centre for the purchase of radio, books, games equipment, etc.

2. *Grama Sahayaks' Training Camps.*—Ten Grama Sahayaks' Training Camps (subject-matter: Seminar for village leaders) per block per year may be organized and an expenditure not exceeding Rs. 150 in respect of each camp may be incurred.

3. *Visit of Grama Sahayaks to places of educational value.*—A maximum expenditure of Rs. 500 per year per block may be incurred for conducting visit of Grama Sahayaks to places of educational value.

4. *Adult Literacy Schools.*—The following are the rates of remuneration allowed to the teachers of the Adult Literacy Schools:—

Rs. 20 per mensem—Secondary Grade trained teacher who is also trained in the adult education methods.

Rs. 15 per mensem—Elementary Grade trained teacher who is also trained in adult education methods.

Rs. 15 per mensem—Secondary Grade trained teacher who is not trained in adult education methods.

Rs. 12 per mensem—Elementary Grade trained teacher who is not trained in adult education methods.

No teacher is entitled to remuneration if the average attendance in a month falls below 10, if the average attendance exceeds 25, then a second teacher is allowed.

The following are the items of contingent expenditure allowed for an Adult Literacy School:—

(*a*) The cost of one gallon of kerosene oil per month for every hurricane lantern used in the school.

(*b*) The amount of Rs. 4 per mensem for stationery and for refreshments to be distributed to the students periodically during the month.

The following items of equipment, etc., may be supplied to every school:—

(*a*) One hurricane lantern for every five pupils in a school,

(*b*) books, charts, etc., at a cost not exceeding Rs. 15 per school per annum, and

(*c*) newspapers and journals at a cost not exceeding Rs. 42.

No petromax lights should be supplied to the adult literacy schools.

The policy question of opening adult literacy schools in the blocks is under consideration. Until a final decision is taken on the policy question, *no new* adult literacy schools should be opened in the blocks including Stage I Blocks.

A sum of Rs. 10,000 should be earmarked out of the allotment made under the head " Social Education " in Stage I Blocks for expenditure towards the adult literacy schools in these blocks. The expenditure over and above Rs. 10,000, if incurred, should be debited to the relevant sub-head under " 37. Education ".

The expenditure towards the adult literacy schools in the blocks converted as Stage II Blocks should be debited to the relevant sub-head under " 37. Education ".

5. *Social Education Centres.*—A grant of Rs. 20 per quarter for the person conducting the Social Education Centre and Rs. 50 per year for newspapers, magazines, stationery, posters, etc., may be given.

6. *Organization of village libraries.*—A maximum grant of Rs. 200 or 50 per cent of the cost, whichever is less, may be given for the purchase of books to the village libraries. Payment of grant for the construction of buildings to the library is not contemplated under the programme.

No grant should be given to the local Library Authority to organize its branches, etc.

7. *Community posters, information charts, wall newspapers, etc.*—Each village should have an information chart, showing the basic information relating to the village and the achievements in regard to various activities such as agriculture, animal husbandry, public health, etc. A maximum expenditure of Rs. 25 per village may be incurred for the purpose.

8. *Organization of talks, lectures, etc.*—It may be necessary occasionally to organize meetings at which educative talks could be given by visiting officials and non-officials. The organization of such meetings involves a certain amount of petty expenditure on lights, loud-speakers, etc. While such expenditure should normally be incurred by the villagers themselves, an expenditure not exceeding Rs. 25 may be provided from the Block Funds for each such meetings, where the villagers are unable to find the necessary funds.

9. *Community entertainment.*—A maximum of Rs. 1,000 or 50 per cent of the cost, whichever is less, may be given for the purchase of stage equipment to each block.

A maximum of Rs. 100 may be incurred on each play to meet the incidental cost of staging the play.

Payment of grant to bajan mandals is not contemplated under the programme.

A sum of Rs. 100 may be provided for the purchase of musical instruments for each Social Education Organizer.

10. *Children's park.*—A maximum grant of Rs. 500 or 50 per cent of the cost, whichever is less, may be given for organizing children's park to provide swings, slides, parallel bars, see-saws, etc. (grant for construction of masonry slides should not be given).

11. *Crop competitions, exhibitions, cattle fares, meals, etc.*—The expenditure towards these items should not exceed Rs. 500 per year per block.

12. *Organization of sports, games, etc.*—A maximum of Rs. 300 per year per block may be incurred for organization of sports, activities and conducting competitions.

13. *Follow-up activities of village school teachers who have undergone Orientation training.*—A maximum of Rs. 30 per school where teachers who have undergone Orientation training are employed for setting up kitchen gardening, improvement to urinals, construction of latrines, smokeless chulas for midday-meal preparation, construction of soakage pits or small drains, etc., may be given. The grant should be restricted to Rs. 30 per school notwithstanding the number of teachers " Oriented " working in the school and no grant for a second time should be paid to the school which has already received the grant once.

14. *Women's and Children's Programme.*—A sum of Rs. 10,000 in Stage I Blocks and a sum of Rs. 5,000 in Stage II Blocks should be set apart for a period of five years under the head " Social Education ". The amount should be utilized for implementing the co-ordinated programme of women and children by the State Social Welfare Advisory Board or the model programme to be evolved by the Government as the case may be.

[The amount to be set apart for Women's and Children's Programme is different from the sum of Rs. 10,000 that should be set apart for Young Farmers' Clubs and Madhar Sangams as per the instructions issued in G.O. Ms. No. 2086, Public (Rural Development Projects), dated 27th July 1959.]

15. *Information Centre.*—A sum of Rs. 400 per annum may be incurred under the head " Social Education " towards the maintenance of an information centre at Block headquarters.

16. *Audio-visual equipment.*—The audio-visual equipment consisting of cinema trailer units, hand-camera and public address sets have been provided in some blocks. The cinema units and other items of audio-visual equipment available in each district should be utilized among all the Blocks in the district by rotation and the cost of their maintenance including pay and allowance of the cinema operator should be debited under the head " Social Education ".

The Collectors of all districts have been authorized to purchase and supply the following equipment to the Blocks which are provided with cinema units, record players and microphones in consultation with the Radio Engineer, Madras:—

| *Name of equipment.* | | *Approximate cost.* |
|---|---|---|
| | | RS. |
| (*a*) Gramaphone records | 25 Nos. | 100 |
| (*b*) Film strips | 25 „ | 375 |
| (*c*) Slides | 10 „ (plain) | 50 |
| (*d*) Recording tapes | 2 reels | 100 |
| | Total | 625 |

17. *Demonstration equipment to each Gramasevika.*—An expenditure of Rs. 100 may be incurred per Gramasevika for supply of demonstration equipment.

NOTE.—A sum of Rs. 70,000 in Stage I Blocks and sum of Rs. 50,000 in Stage II Blocks have been provided under the head "Social Education". After setting apart a sum of Rs. 10,000 for Adult Literacy schools in Stage I Blocks, a sum of Rs. 10,000 for Young Farmers' Clubs and Madhar Sangams both in Stage I and Stage II Blocks and a sum of Rs. 10,000 in Stage I Blocks and a sum of Rs. 5,000 in Stage II Blocks for Women's and Children's Programme, the expenditure on various other items mentioned above should be restricted to the remaining provisions available in the Block Budgets of Stage I and Stage II Blocks. The Block Development Officers should use their discretion while finalizing the Social Education Programme to select works according to the needs of the area and restrict the total expenditure to the maximum provision made available under the head "Social Education". The approval of the Block Advisory Committee should be obtained for each item of expenditure to be incurred under the programme.

(*Vide* G.O. No. 483, R.D., dated 21st June 1960.)

## ROADS.

### CLASSIFICATION AS PANCHAYAT UNION ROADS AND PANCHAYAT ROADS.

For purposes of control and maintenance, roads in the State are classified by Government as follows :—

(i) National Highways;

(ii) State Highways;

(iii) Major District Roads:

(iv) Other District Roads; and

(v) Village Roads

The Union Government are responsible for the maintenance and improvement of the National Highways; while the State Government are responsible for the maintenance and improvement of the State Highways and the Major District Roads.

2. Under Section 60 (1) of the Madras District Boards Act, 1920, all the public roads in the district which are classified as "district roads" and all public roads in non-panchayat areas in the district vest in the district board. Therefore, of the other District Roads and Village Roads referred to in paragraph one above, those in panchayat areas which are classed as District Roads and all those in non-panchayat areas in the district are the responsibility of the district board. All other public roads (that is to say roads other than District Roads, National Highways, State Highways and Major District Roads) are the responsibility of the panchayats concerned in panchayat areas.

3. One of the functions to be performed by the District Development Council under section 5 (2) (*c*) of the Madras District Development Councils Act, 1958, is to advise the Government on the question of classification of public roads (other than roads classified by the Government as National Highways, State Highways and Major District Roads) as "Panchayat Union Roads" and "Village Roads". Under section 77 (1) of the Madras Panchayats Act, 1958, all public roads which are classified as "Panchayat Union Roads" vest in the Panchayat Union Council concerned and under section 65, it is the duty of the Panchayat Union Council to make a reasonable provision for the construction, repair and maintenance of all Panchayat Union Roads. Under section 76 (1) of the Madras Panchayats Act, 1958, all public roads in a panchayat area other than those classified as National Highways, State Highways, Major District Roads and Panchayat Union Roads vest in the panchayat concerned and under section 63, it is the duty of the panchayat to make reasonable provision for the construction, repair and maintenance of all such roads vested in it.

4. The intention behind the scheme of classification of roads into different categories and the fixation of responsibility for maintenance and control in different authorities is that the Government (Union and State) should maintain, at a sufficiently high standard, all roads of All-India and State-wide importance. The State Government should, in addition, maintain so many of the roads of purely inter-district importance as can be efficiently maintained at the appropriate standard, with the help of funds anticipated to be available therefor. This may be expected to be a progressively increasing factor and additions may be made at quinquennial intervals to the roads classified as Major District Roads maintained by Government. It follows that all roads in rural areas which, for the time being, cannot be so maintained should be the responsibility either of Panchayat Unions or of Panchayats.

5. Thus there will be at any given time, an aggregate mileage of roads which must be maintained either by the Panchayat Union or by the Panchayat. The financial resources of both bodies have been clearly demarcated in the new Act. The classification of some roads as Panchayat Union Roads and all other roads as Panchayat village town roads must obviously be effected with reference to available resources. Though the Act does not lay down any particular criteria for classification purposes, note should be taken of section 131 of the new Act, which provides a "Local Roads Grant" ear-marked for maintenance of Panchayat Union Roads. The amount of this grant will exceed (in every block) the old "toll compensation" payable to the district board which it replaces. The amount of this grant is also to be settled and reviewed at quinquennial intervals. The intention of the Legislature Committee on Local Administration which recommended this arrangement was that those roads should be classified as Panchayat Union Roads which are recognisably of inter-block importance and which can be

at 10 naye Paise per capita *plus* whatever (on the basis of past experience of District Board management) can be expected to be made available, in addition, out of the Panchayat Union (General) Fund. Whatever is not classified as Panchayat Union road on this basis, will automatically become classified as Panchayat Village Town Roads; in respect of the part thereof which lies within the panchayat Village (or Panchayat Town) notified under the new Act.

6. Collectors are informed that, pending the constitution of Panchayat Unions, they should now start taking steps to get classified all public roads (other than those falling under the categories of National Highways, State Highways and Major District Roads) as "Panchayat Union Roads" and "Panchayat Roads". For this purpose they should first arrange to prepare a separate list for every block (including Non-National Extension Service Blocks) of (i) all roads now vested in the district road, and (ii) roads now vested in the panchayat. The Divisional Engineer (Highways) should then be called upon to effect the specification within each Block list of the roads which, in his opinion, qualify for classification as Panchayat Union Roads with reference to the criteria set out in paragraph 5 above. The proposals of the Divisional Engineer (Highways) should be then placed before and discussed by the Block Advisory Committee of the Block concerned. Thereafter, the proposals (together with the comments if any, thereon, made by the Block Advisory Committee) should be placed before the Public Works Standing Committee of the District Development Council concerned; and thereafter before the District Development Council concerned.

7. Under the rules relating to classification of public roads, fairs and festivals, etc., issued under section 112 (2) (xxxvii) of the Madras Village Panchayats Act, 1950—

(*a*) the classification of public roads shall be ordered by the Inspector in consultation with the Collector and the Chief Engineer (Highways);

(*b*) the district board and the panchayat concerned shall be given a reasonable opportunity of expressing their opinion before any such classification; and

(*c*) the Government shall have power to revise any classification ordered by the Inspector.

Similar rules will be issued under section 178 (2) (xlii) of the Madras Panchayats Act, 1958. Pending the issue of rules under the new Act, the Collectors of Districts should order the classification of all public roads other than National Highways, State Highways and Major District Roads as "Panchayat Union Roads" and Panchayat Roads after following the procedure laid down in paragraph 6 above.

8. The following time-targets are prescribed for carrying out the operations and completing the classification :—

(i) 31st July 1960 in the case of public roads situated in the first batch of 75 Development Blocks were Panchayat Union Councils will come into existence on 2nd October 1960;

(ii) 31st January 1961 in the case of the second batch of about 130 Development Blocks where the National Extension Service Scheme has already been introduced and Panchayat Unions will come into existence on 14th April 1961.

(iii) 31st July 1961 in the case of the third batch of blocks, *i.e.*, all other blocks where the National Extension Service Scheme has not yet been introduced and the Panchayat Union Councils will come into existence on 2nd October 1961. Classified lists of Panchayat Union Roads in every Development Block should be submitted to the Government for information.

(Vide G.O. No. 406, L.A. dated 8th March 1960.)

**TRAINING OF COMMUNITY DEVELOPMENT PERSONNEL.**

The training programmes which have been undertaken for the implementation of the Community Development Programme can be broadly divided into the following three categories :—

(1) Institutional training;

(2) Inservice training;

(3) Other types of training;

The various types of training contemplated under each of the three categories mentioned above are detailed below :—

I. *Institutional training*—This is mainly for the official personnel of different categories working in the Community Development Programme. The following types of training are classified under this category :

(1) *Central Institute of Study and Research, Mussoorie.*—The Government of India have established a Central Institute at Mussoorie to impart training to Key personnel of the status of Development Commissioner, Deputy Development Commissioner, Heads of Departments, Collectors, etc. The training is for a period of four to five weeks.

(2) *Orientation Training Centres for Community Development Personnel.*—The Government of India, Ministry of Community Development have reorganized the Orientation training programme for the Community Development Personnel according to which training is conducted in three parts as detailed below :—

(*a*) Orientation training course for 45 days for Block Development Officers, Social Education Organizers and Extension Officers.

(*b*) Refresher course for 22 days for Block Development Officers and District Heads of Departments.

(*c*) Job course for Block Development Officers for 45 days.

Personnel of this State are deputed to the Centres at Himayatsagar and Mysore. A similar Orientation Training Centre in this State at Bhavanisagar will be set up shortly.

(3) *Rural Extension Training Centres.*—There are seven Rural Extension Training Centres in this State which train the Grama Sevaks required for the blocks. The centres are located at the following places:—

(1) Rural Extension Training Centre, Aduthurai, Thanjavur district.

(2) Rural Extension Training Centre, Pattukkottai, Thanjavur district.

(3) Rural Extension Training Centre, Kovilpatti, Tirunelveli district.

(4) Rural Extension Training Centre, T. Kallupatti, Madurai district.

(5) Rural Extension Training Centre, Bhavanisagar, Coimbatore district.

(6) Rural Extension Training Centre, S.V. Nagaram, North Arcot district.

(7) Rural Extension Training Centre, Krishnagiri, Salem district.

Each of the above centres, except the Centre at Aduthurai, is capable of training 120 candidates at a time and the Centre at Aduthurai has accommodation for 60 trainees at a time. Candidates selected as Gramasevaks will have to successfully complete the full course of *two* years before they actually take charge of the work in the blocks. The Gramasevak trainees are paid a stipend of Rs. 40 per mensem during the training period. While at the Training Centre, they are also trained to organize youth clubs around the Centre and a separate scheme with necessary funds has recently been sanctioned for this purpose.

(iv) *Home Science Wings.*—To each of the Rural Extension Training Centres at Bhavanisagar, T. Kallupatti and S.V. Nagaram, a Home Science Wing has been attached to give training to 40 Gramasevikas at a time in Home Science practice. The training course is for a period of twelve months. Each trainee is paid a stipend of Rs. 45 per mensem during the training. Training is imparted in all subjects relating to Home Economics. On

successful completion of the training the candidates are posted as Gramasevikas in the Community Development Blocks at the rate of 2 per block. The Centres are financed by the Government of India and the State Government.

(v) *Workshop Wing.*—Two workshop wings to train village artisans in Blacksmithy and Carpentry in the manufacture and repair of improved agricultural implements and tools have been set up and they are attached to the Rural Extension Training Centres at T. Kallupatti and Bhavanisagar. Twenty village artisans are being trained in each wing in a batch. The course of training is for a period of twelve months. After successful completion of the training each artisan is expected to go back to his own village and set up a workshop, so as to utilise profitably the experience gained. Financial assistance in the shape of loans are granted to the artisans which will be recovered in instalments. The artisans while under training, are paid a stipend of Rs. 45 each per mensem.

(vi) *Training of Extension Officers for Co-operation at Tirupathi.*—The Ministry of Food and Agriculture and the Reserve Bank of India have established eight Co-operative Training Centres throughout India to train the Block Level Extension Officers (Co-operation). One of the Centres is located at Tirupati to which the Extension Officers for Co-operation of this State are deputed for training in convenient batches. The period of training is three and a half months.

(vii) *Training of Health Personnel.*—An Orientation Training Centre at Poonamallee has been established for the training of Health Personnel. The period of training is eight weeks and Health Personnel are deputed in teams, each team consisting of a Doctor, a Health Visitor, a Health Inspector and two Maternity Assistants. The Training Centre is run by the Ministry of Health.

(viii) *Orientation Training for Deputy Collectors.*—In view of the important role assigned to the Deputy Collectors at the Subdivisional level, they have been given Orientation training for a period of 10 days, five days at Gandhigram for a preliminary study of the various Development programmes and Extension methods, and five days at T. Kallupatti in Rural Industries and their working. The scheme was entirely run by the State Government.

(ix) *Job course for Social Education Organisers.*—Social Education Organisers (Men) are given Job training for 6 months and Social Education Organisers (Women) for 10½ months at the Social Education Organisers' Training Centres. They are deputed in batches according to the seats allotted by the Government of India.

II. *Inservice Training*—(i) *Block Development Officers.*—The Block Development Officers have been given training in Village Industries at the Gandhiniketan Ashram, T. Kallupatti, for a period of 15 days. They are also given training in loans work and office procedure. Orders have been issued recently that the Block Development Officers except those recruited from Revenue Department may be given survey training by the respective District Surveyors for a continuous period of one week.

(ii) *Social Education Organisers.*—The Social Education Organisers who have put in a service of more than 2 years, are given refresher courses of 2 months' duration at the Social Education Organisers' Training Centres. They are deputed in batches according to the seats allotted by the Government of India.

(iii) *Extension Officers.*—The Exetnsion Officers for Agriculture are given refresher courses at the Agricultural College, Coimbatore and the Extension Officers for Animal Husbandry at the Veterinary College, Madras. The Extension Officers for Animal Husbandry are given training in scientific flaying and curing of hides at the Madras Veterinary College, Madras, for a period of four weeks. Selected Extension Officers for Agriculture are given training in improved methods of coconut cultivation at Kayangulam and Kasaragode and in soil conservation at Ootacamund and Bellary.

(iv) *Gramasevaks.*—The Gramasevaks are given inservice training in Agriculture by the respective District Agricultural Officers and in Co-operation by the Extension Officers for Co-operation under the supervision of District Registrars of Co-operative Societies. The above training is reviewed every half-year by the Assistant Development Commissioner (Training). Selected Gramasevaks are given a special training in Poultry at the Agricultural Institute at Katpadi and in Poultry and Bee-keeping at the Y.M.C.A. Rural Demonstration Centre, Marthandam. A special training is also given in Village Industries to selected Gramasevaks at the Model Centre for Village Industries, T. Kallupatti for a period of 3 months. Refresher courses of two months' duration is also conducted for the Gramasevaks at the Rural Extension Training Centre, Bhavanisagar, and 30 Gramasevaks are deputed in each batch.

III. *Other types of Training*—(i) *Functional Village Leaders' Training Camps.*—The training of Village Leaders, that is, functional leaders in the village was started by the Ministry of Community Development in October 1957. The idea is to build up the skill of natural leaders through a subject-matter training. The training consists of lectures supported by audio-visual aids and the duration of the training is full three days. The usual number of trainees is 50 who come from the area of one Village Level Worker. The various subjects of the Community Development Programme has been divided into the following groups for purposes of imparting the training :

(a) Agriculture, Animal Husbandry and Minor Irrigation.

(b) Panchayats, Co-operation and Village Communication.

(c) Village Industries and Rural Housing.

(d) Education, Social Education, Public Health and Sanitation.

(e) Women's programme.

Training is now imparted in " Agriculture, Animal Husbandry and Minor Irrigation ".

The Block Development Officers make a preliminary selection of Village Leaders in consultation with the Village Level Workers and final selection is done in consultation with the Panchayats and the Block staff. The camp includes technical exhibition arranged by concerned departments. The purpose being educational, it demonsfrates better implements, insecticides, manures, fodder seeds, green manure food, vegetables, etc. Discussions are encouraged. Regular lectures are arranged on the subject-matters and it is presented mostly through discussions.

Regarding the follow-up work, the block staff keep contact with the farm leaders. The trained man usually takes up a project on better agricultural methods. Facilities are given to these trained people for forming farm youth clubs along with the Panchayats. The Extension Officers are advised to meet the farm leaders once in a month in group. The Block Development Officer also contacts the farm leaders. The youth clubs organised by the farm leaders are visited by local officers and periodic meetings held.

(ii) *Training of non-officials.*—The Ministry of Community Development have drawn up a scheme for the Orientation Training of workers of non-official organisations regardless of their labels or affiliations according to which training in the philosophy and objectives of Community Development, etc., is to be given from a week to a fortnight at camps specially organised for the purpose by the non-official agencies concerned. The Madras Government have accepted the above scheme. In pursuance of the above scheme, the Tamilnad Congress Committee conducted a training camp for its workers from 17th November 1958 to 22nd November 1958. The State Government provided

(i) Trained and experienced technical and other officers for imparting lectures to the trainees;

(ii) Printed and other literature in the subjects concerned for the use of the trainees; and

(iii) Demonstrations as and when required.

The same kind of assistance will be extended to any political or social organisations which may initiate in organising the training programme for their workers.

# LIST OF BLOCKS AND PANCHAYAT UNIONS

STATEMENT SHOWING THE STAGES OF BLOCKS IN OPERATION AS ON 10TH NOVEMBER 1960.

| *Name of the block.* (1) | *Stage.* (2) | *Date of commencement.* (3) |
|---|---|---|
| | *North Arcot district.* | |
| *1 *Kalasapakkam* | Stage II | 1st April 1959. |
| *2 *Thurinjapuram* | Do. | Do. |
| *3 *Polur* | Community Development. | 1st April 1957. |
| *4 *Kilvaithiankuppam* | Stage I | 1st October 1955. |
| 5 Chetpet | Do. | 1st October 1956. |
| *6 *Arcot* | Do. | Do. |
| *7 *Arni* | Do. | 1st April 1957. |
| *8 *Vembakkam* | Do. | 1st October 1957. |
| 9 Pornamallur | Do. | Do. |
| 10 Tiruppattur | Do. | 1st April 1958. |
| 11 Wallajah | Do. | 1st April 1959. |
| 12 Sholingur | Do. | Do. |
| 13 Kaveripakkam | Do. | Do. |
| 14 Kaniyamabadi | Do. | 1st October 1959. |
| 15 Chengam | Do. | 1st April 1960. |
| 16 Nimili | Do. | Do. |
| 17 Cheyyar | Do. | 1st October 1960. |
| 18 Kandili | Pre-extension | 1st April 1960. |
| 19 Madanoor | Do. | Do. |
| 20 Arkonam | Do. | 1st October 1960. |
| 21 Pernampet | Do. | Do. |
| | *South Arcot district.* | |
| *22 *Panruti* | Stage II | 1st April 1959. |
| *23 *Chinnasalem* | Do. | 1st January 1960. |
| 24 Kurinjipadi | Do. | 1st October 1959. |
| *25 *Orathur* | Do. | 1st April 1958. |
| *26 *Melmalayanur* | Stage I | 1st October 1955. |
| *27 *Kallakurichi* | Do. | 1st October 1956. |
| *28 *Gingee* | Do. | Do. |
| 29 Merkanam | Do. | 1st April 1957. |
| *30 *Tirunavalur* | Do. | Do. |
| 31 Tittagudi | Do. | 1st October 1957. |
| 32 Ulundurpet | Do. | Do. |
| 33 Kolianur | Do. | 1st April 1958. |
| 34 Mel Bhuvanagiri | Stage II | Do. |
| 35 Kanai | Stage I | Do. |
| 36 Thyagadurgam | Do. | 1st October 1959. |
| 37 Porto Novo | Do. | 1st April 1960. |
| 38 Nallur | Do. | 1st October 1960. |
| 39 Tiruvennainallur | Pre-extension | 1st April 1960. |
| 40 Olakkur | Do. | Do. |
| 41 Vanur | Do. | 1st October 1960. |
| 42 Mogaiyur | Do. | Do. |
| | *Chingleput district.* | |
| *43 *Tiruvallur* | Stage II | 1st April 1959. |
| *44 *Kadambathur* | Do. | Do. |
| *45 *Tirukalikundram* | Do. | 1st April 1958. |
| 46 Uthukottai | Community Development. | 1st April 1957. |
| *47 *Sriperumbudur* | Stage I | 1st October 1955. |
| *48 *Poonamalle* | Do. | 1st October 1956. |
| 49 Madurantakam | Do. | Do. |
| *50 *Uthiramerur* | Do. | 1st April 1957 |
| 51 St. Thomas Mount | Do. | 1st October 1957. |
| 52 Minjur | Do. | Do. |

STATEMENT SHOWING THE STAGES OF BLOCKS IN OPERATION AS ON 10TH NOVEMBER 1960—*cont.*

| *Name of the block* | *Stage.* | *Date of commencement.* |
|---|---|---|
| (1) | (2) | (3) |
| | *Chingleput district*—cont. | |
| 53 Kattangolathur | Stage I | 1st April 1958. |
| 54 Kunnathur | Do. | 1st April 1959. |
| 55 Kancheepuram | Do. | 1st October 1959. |
| 56 Poondi | Stage II | 1st April 1959. |
| 57 Gummudipundi | Stage I | 1st April 1960. |
| 58 Villivakkam | Do. | 1st October 1960. |
| 59 Acharapakkam | Pre-extension | 1st April 1960. |
| 60 Pallipet | Stage II | 1st October 1958. |
| 61 Ramakrishnanrajupet | Pre-extension | 1st October 1960. |
| | *Coimbatore district.* | |
| *62 *Palladam* | Stage II | 1st October 1958. |
| *63 *Tiruppur* | Do. | 1st April 1959. |
| 64 Kangayam | Do. | 1st January 1960. |
| 65 Kundadam | Stage I | 1st October 1955. |
| 66 Dharapuram | Do. | 1st October 1956. |
| *67 *Avanashi* | Do. | Do. |
| *68 *Satyamangalam* | Stage II | Do. |
| *69 *Gobichettipalayam* | Do. | Do. |
| 70 Thuckanaickenpalayam. | Do. | 1st April 1958. |
| *71 *Erode* | Do. | 1st October 1956. |
| *72 *Perundurai* | Do. | Do. |
| 73 Kodumudi | Do. | Do. |
| 74 Modakurichi | Do. | Do. |
| *75 *Perianaickenpalayam* | Stage I | 1st April 1957. |
| 76 Bhavanisagar | Do. | Do. |
| 77 Sulur | Do. | 1st October 1957. |
| 78 Bhavani | Do. | Do. |
| 79 Kinnathukadavu | Do. | 1st April 1958. |
| 80 Lakshminaickenpalayam. | Stage II | 1st October 1958. |
| 81 Moolanur | Stage I | 1st April 1959. |
| 82 Udumalpet | Do. | 1st October 1959. |
| 83 Pongalur | Stage II | 1st April 1959. |
| 84 Ammapet | Stage I | 1st April 1960. |
| 85 Thondamuthur | Do. | 1st October 1960. |
| 86 Vellakoil | Stage II | 1st January 1960. |
| 87 Annur | Pre-extension | 1st April 1960. |
| 88 Pollachi | Do. | Do. |
| 89 Singanallur | Do. | 1st October 1960. |
| | *Kanyakumari district* | |
| 90 Agastheeswaram | Stage II | 1st January 1959. |
| 91 Munichira | Community Development. | 1st October 1957. |
| 92 Rajakkamangalam | Stage I | 1st April 1957. |
| 93 Melpuram | Do. | 1st October 1957. |
| 94 Killiyur | Do. | Do. |
| 85 Kuruthancode | Do. | 1st April 1958. |
| 96 Thovala | Do. | 1st April 1960. |
| | *Madurai district.* | |
| *97 *Usilampatti* | Stage II | 1st January 1959. |
| *98 *Thirumangalam* | Do. | 1st April 1959. |
| 99 Kalligudi | Do. | Do. |
| *100 *Kallupatti* | Do. | Do. |
| 101 Athoor | Stage I | 1st April 1958. |
| 102 Dindigul | Do. | 1st October 1956. |
| 103 Bodinaickanur | Do. | Do. |
| *104 *Madurai (East)* | Stage II | Do. |
| *105 *Madurai (West)* | Do. | 1st April 1958. |
| *106 *Melur I* | Do. | 1st October 1956. |

STATEMENT SHOWING THE STAGES OF BLOCKS IN OPERATION AS ON 10TH NOVEMBER 1960—*cont.*

| | *Name of the block.* | *Stage.* | *Date of commencement* |
|---|---|---|---|
| | (1) | (2) | (3) |
| | | *Madurai district—cont.* | |
| 107 | Melur II | Stage II. | 1st April 1958. |
| *108 | *Vadipatti* | Do. | 1st October 1956. |
| *109 | *Alanganallur* | Do. | Do. |
| 110 | Natham | Stage I | 1st April 1957. |
| 111 | Tirupparankundram | Do. | Do. |
| 112 | Palani | Do. | 1st October 1957. |
| 113 | Andipatti | Do. | Do. |
| 114 | Batlagundu | Do. | 1st April 1958. |
| 115 | Nilakottai | Do. | 1st October 1959. |
| 116 | Chellampatti | Stage II | 1st January 1959. |
| 117 | Sedapatti | Do. | 1st April 1959. |
| 118 | Kodaikanal | Stage I | 1st April 1960. |
| 119 | Vedasandur | Do. | 1st October 1960. |
| 120 | Cumbum | Pre-extension | 1st April 1960. |
| 121 | Tehnkarai | Do. | 1st October 1960. |
| | | *The Nilgiris district.* | |
| 122 | Coonoor | Stage II | 1st April 1960. |
| *123 | *Ootacamund* | Do. | 1st February 1959. |
| 124 | Gudalur | Stage I | 1st October 1956. |
| 125 | Kottagiri | Stage II | 1st April 1960. |
| | | *Ramanathapuram district.* | |
| *126 | *Srivilliputhur* | Stage II | 1st April 1959. |
| *127 | *Sivakasi* | Do. | Do. |
| 128 | Rajapalayam | Do. | 1st April 1960 |
| *129 | *Singampuneri* | Stage I | 1st October 1960. |
| *130 | *Tiruvadanai* | Do. | 1st April 1956. |
| 131 | Kalayarkoil | Do. | Do. |
| 132 | Devakottai | Do. | Do. |
| *133 | *Kamuthi* | Do. | Do. |
| 134 | Virudhunagar | Do. | 1st October 1956. |
| *135 | *Kariapatti* | Do. | Do. |
| 136 | Sattur | Do. | 1st April 1957. |
| *137 | *Paramakudi* | Do. | Do. |
| 138 | Kallal | Do. | 1st October 1957. |
| 139 | Manamadurai | Do. | Do. |
| 140 | Kadaladi | Do. | Do. |
| 141 | Mudukalathur | Do. | Do. |
| 142 | Mandapam | Do. | 1st October 1959 |
| 143 | Ramanathapuram | Do. | 1st April 1960. |
| 144 | Bogalur | Do. | 1st October 1960. |
| 145 | Aruppukottai | Pre-extension | 1st April 1960. |
| 146 | Karaikudi | Do. | 1st October 1960. |
| | | *Salem district.* | |
| *147 | *Gangavalli* | Stage II | 1st January 1959. |
| *148 | *Krishnagiri* | Do. | Do. |
| *149 | *Peddunaickenpalayam* | Do. | 1st October 1959. |
| *150 | *Kaveripatnam* | Stage I | 1st October 1955. |
| 151 | Bargur | Do. | 1st October 1956. |
| *152 | *Kolathur* | Do. | Do. |
| *153 | *Hosur* | Do. | 1st April 1957. |
| *154 | *Dharmapuri* | Do. | Do. |
| 155 | Pennagaram | Do. | 1st October 1957 |
| 156 | Uthangarai | Do. | Do. |
| *157 | *Namagiripet* | Do. | Do. |
| 158 | Morappur | Do. | 1st April 1958. |
| 159 | Mecheri | Do. | Do. |
| *160 | *Edappadi* | Do. | 1st April 1959. |
| 161 | Valapadi | Do. | 1st October 1959. |

STATEMENT SHOWING THE STAGES OF BLOCKS IN OPERATION AS ON 10TH NOVEMBER 1960—*cont.*

| | *Name of the block.* (1) | *Stage.* (2) | *Date of commencement.* (3) |
|---|---|---|---|
| | | *Salem district—cont.* | |
| 162 | Talavasal | Stage II | 1st January 1959. |
| 163 | Veppanapalli | Do. | Do. |
| 164 | Tiruchengode | Stage I | 1st April 1960. |
| 165 | Paramathi | Do. | Do. |
| 166 | Pappireddipatti | Do. | 1st October 1960. |
| 167 | Sedamangalam | Do. | Do. |
| 168 | Athur | Stage II | 1st October 1959. |
| 169 | Veerapandi | Pre-extension | 1st April 1960. |
| 170 | Mohanur | Do. | Do. |
| 171 | Sankari | Do. | Do. |
| 172 | Pallipalayam | Do. | 1st October 1960. |
| 173 | Kabilamalai | Do. | Do. |
| 174 | Shoolagiri | Do. | Do. |
| 175 | Nallampalli | Do. | Do. |
| | | *Thanjavur district.* | |
| *176 | *Thiruthuraipoondi* | Stage II | 1st January 1959. |
| *177 | *Vedaranyam* | Do. | 1st April 1959. |
| 178 | Anaikaranchatram | Do. | 1st April 1960. |
| 179 | Ammapet | Do. | 1st October 1959. |
| *180 | *Sirkali* | Do. | 1st April 1960. |
| *181 | *Papanasam* | Community Development. | 1st April 1957. |
| *182 | *Mayuram* | Stage II | 1st October 1960. |
| 183 | Sembanarkoil | Do. | Do. |
| 184 | Kuttalam | Do. | Do. |
| *185 | *Kumbakonam* | Do. | Do. |
| 186 | Tiruvidamarudur | Do. | Do. |
| 187 | Muthupet | Stage I | 1st October 1956. |
| *188 | *Pattukottai* | Do. | Do. |
| 189 | Tirupanandal | Stage II | 1st April 1960. |
| *190 | *Kivalur* | Stage I | 1st April 1957. |
| 191 | Orathanad | Do. | 1st October 1957. |
| 192 | Kodavasal | Do. | 1st April 1957. |
| 193 | Avadayarkoil | Do. | 1st October 1957. |
| 194 | Nagapattinam | Do. | 1st April 1958. |
| 195 | Kottur | Do. | Do. |
| 196 | Budalur | Do. | 1st April 1960. |
| 197 | Sethubavachatram | Do. | 1st October 1960. |
| 198 | Koradacheri | Pre-extension | 1st April 1960. |
| 199 | Thiruvaiyaru | Do. | 1st October 1960. |
| | | *Tiruchirappalli district.* | |
| *200 | *K. Paramathy* | Stage II | 1st April 1959. |
| *201 | *Veppanthattai* | Do. | Do. |
| *202 | *Musiri* | Do. | Do. |
| *203 | *Thiruvarankulam* | Community Development. | 1st April 1957. |
| 204 | Thandoni | Stage I | 1st April 1959. |
| *205 | *Thottiam* | Do. | 1st October 1956. |
| 206 | Tirumanur | Do. | Do. |
| *207 | *Kulithalai* | Do. | 1st April 1957. |
| 208 | Perambalur | Do. | 1st October 1957. |
| *209 | *Lalgudi* | Do. | 1st April 1957. |
| 210 | Thuraiyur | Do. | 1st October 1957. |
| 211 | Ariyalur | Do. | 1st April 1958. |
| 212 | Aravakurichi | Do. | 1st October 1955. |
| 213 | Uyppiliapuram | Do. | 1st April 1959. |
| 214 | Karambakudi | Do. | 1st October 1959. |
| 215 | Thathiangarpet | Stage II | 1st April 1959. |
| 216 | Manikandam | Stage I | 1st April 1960. |

STATEMENT SHOWING THE STAGES OF BLOCKS IN OPERATION AS ON 10TH NOVEMBER 1960—*cont.*

| | *Name of the block.* | *Stage.* | *Date of commencement.* |
|---|---|---|---|
| | (1) | (2) | (3) |
| | *Tiruchirrappalli district*—cont. | | |
| 217 | Andimadam | Stage I. | 1st October 1960. |
| 218 | Keeranur | Do. | Do. |
| 219 | Arimalam | Pre-extension | 1st April 1960. |
| 220 | Vyampatti | Do. | Do. |
| 221 | T. Palur | Do. | 1st October 1960. |
| 222 | Kadavur | Do. | Do. |
| | *Tirunelveli district.* | | |
| *223 | *Kuruvikulam* | Stage II | 1st April 1959. |
| *224 | *Sankarankoil* | Do. | 1st October 1958. |
| 225 | Mela Nellithanallur | Do. | Do. |
| *226 | *Cheranmahadevi* | Do. | 1st April 1958. |
| *227 | *Kovilpatti* | Community Development. | 1st April 1957. |
| 228 | Valliyoor | Stage I | 1st October 1955. |
| 229 | Radhapuram | Do. | 1st October 1956. |
| *230 | *Manur* | Do. | Do. |
| 231 | Vasudevanallur | Do. | 1st April 1957. |
| *232 | *Tuticorin* | Do. | Do. |
| 233 | Alangulam | Do. | 1st October 1957. |
| 234 | Karunkulam | Do. | Do. |
| 235 | Sathankulam | Do. | 1st April 1958. |
| *236 | *Papakudi* | Stage II | Do. |
| 237 | Ottapidaram | Stage I | 1st April 1959. |
| 238 | Shencottah | Do. | 1st October 1959. |
| 239 | Udankudi | Do. | 1st April 1960. |
| 240 | Tenkasi | Do. | 1st October 1960. |
| 341 | Pudur | Do. | Do. |
| 242 | Keelapavoor | Pre-extension | 1st April 1960. |
| 243 | Kadayam | Do. | 1st October 1960. |

NOTE.—Stage I Blocks 134, Stage II Blocks 71, Community Development Blocks 6, Pre-extension Blocks 32.

Total—243.

* Panchayat Union Councils were inaugurated in these blocks on 2nd October 1960.

## LIST OF SHADOW BLOCKS

*North Arcot district.*

(1) Pudupalayam.
(2) Tandarampattu.
(3) Vaniyambadi.
(4) Alangayam.
(5) Katpadi.
(6) Gudiyatham.
(7) Anaicut.
(8) Vellore.
(9) Tiruvannamalai.
(10) Timiri.
(11) Kasthambadi.
(12) Anakkavur.
(13) Wandiwash.
(14) Thellar.

*South Arcot district.*

(15) Vallam.
(16) Tirukoilur.
(17) Kattumannarkoil.
(18) Komarakshi.
(19) Mylam.
(20) Kandamangalam.
(21) Vikravandi.
(22) Vridhachalam.
(23) Kammapuram.
(24) Sankarapuram.
(25) Rishivendiam.
(26) Cuddalore.
(27) Nellikuppam.

LIST OF SHADOW BLOCKS—*cont.*

*Chingleput district.*

(28) Tirupporur.
(29) Chithamur.
(30) Lathur.
(31) Wallajabad.
(32) Tiruvothiyur.
(33) Sholavaram.
(34) Tiruttani.
(35) Tiruvelankadu.

*Coimbatore district.*

(36) Mettupalayam.
(37) Andiyur.
(38) Porur.
(39) Sarcarkaramakulam.
(40) Mathukarai.
(41) Uthakuli.
(42) Perundurai, II.
(43) Nambiyur.
(44) Anamalai.
(45) Valparai.
(46) Madathukulam.
(47) Gudimangalam.

*Kanyakumari district.*

(48) Thuckalay.
(49) Tiruvattar.

*Madurai district.*

(50) Shanarpatti.
(51) Vadamadurai.
(52) Palayam.
(53) Theni.
(54) Chinnamanur.
(55) Uthamapalayam.
(56) Oddanchatram.
(57) Thoppampatti.

*Ramanathapuram district.*

(58) Tiruchuli.
(59) Ilayangudi.
(60) Tiruppuvanam.
(61) Sivaganga.
(62) Tirupattur.
(63) Tirupullani.

*Salem district.*

(64) Keelamangalam.
(65) Thalli.
(66) Palacode.
(67) Harur.
(68) Omalur.
(69) Taramangalam.
(70) Kadayampatti.
(71) Karipatti.

*Salem district*—cont.

(72) Salem.
(73) Yercaud.
(74) Panamarathupatty.
(75) Rasipuram.
(76) Vannandur.
(77) Puduchatram.
(78) Eurmaipatti.
(79) Namakkal.
(80) Kolli Hills.
(81) Malasamudram.
(82) Elachipalayam.
(83) Mac Donal Choultry.
(84) Konganapuram.

*Thanjavur district.*

(85) Nidamangalam.
(86) Mannargudi.
(87) Tirumarugal.
(88) Nannilam.
(89) Tiruvarur.
(90) Thanjavur.
(91) Tiruvonam.
(92) Poravurni.
(93) Madukkur.
(94) Arantangi.

*Tiruchirappalli district.*

(95) Karur.
(96) Alathur.
(97) Keelapuliyur.
(98) Jayankondan.
(99) Sendurai.
(100) Annavasal.
(101) Viralimalai.
(102) Marungapuri.
(103) Manapparai.
(104) Krishnarayapuram.
(105) Ponnamaravathi.
(106) Tirumayam.
(107) Tiruvarambur.
(108) Srirangam.
(109) Pullambadi.
(110) Manachanallur.

*Tirunelveli district*

(111) Vilathikulam.
(112) Kayathar.
(113) Srivaikuntam.
(114) Tiruchendur.
(115) Alwarthirunagari.
(116) Nanguneri.
(117) Kalakad.
(118) Palayamcottai.
(119) Ambasamudram.
(120) Kadayanallur.